

SPECIAL ISSUE
TREATMENT OF THE CRIMINAL
IN CANADA

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CANADIAN

WELFARE

VOLUME XXIX NUMBER 3-4

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TREATMENT OF THE CRIMINAL

All too little has been written in Canada on the treatment of the offender. Descriptions of Canadian penal services, especially provincial and local, are meagre and we must rely almost entirely on outside sources for literature on the theory underlying our correctional work. This special issue of *Canadian Welfare* is intended to rectify these deficiencies to some degree; still more it will demonstrate that Canadians working in the field have much to impart from their work and knowledge.

The articles presented here cover a wide range of topics. It seems appropriate, however, to mention some activities and ideas that may seem to have been forgotten. Nothing is said about the revision of the Criminal Code, a matter of immediate importance. It has been discussed at length in recent issues of this magazine, and it may be sufficient here to remind our readers that the Government has announced its intention of setting up a special body to study some of the problems that concern us closely, such as corporal punishment, capital punishment, lotteries, and the defense of insanity.

For lack of space very little is said in these pages about juvenile delinquency, which has already been given a good deal of attention in Canadian publications. However we would point out that those responsible for treatment services for adults can profit from the experience of those working with young delinquents. The services for juveniles have already demonstrated the effectiveness of the modern techniques of treatment that we are now advocating for older offenders. Probation, parole, and no-repressional institutional care have been available to juveniles for some time. The success of these methods in dealing with young people is one of the strongest arguments for extending them into the adult field. What will work with a boy of fifteen years and eleven months will presumably work with a boy of fifteen years and thirteen months.

Implicit in many articles in this issue are suggestions for the next steps in penal progress in Canada. The first step is to increase public awareness of the problems and to increase public support for better services, and we hope this number of our magazine will be a contribution to public education.

Several authors have emphasized the need for extended probation services. What has not been stressed enough, perhaps, is the need for expanded and improved parole services. Dr. Stuart Jaffary, one of Canada's best known penologists, writing in the December 1946 number of *The Canadian Bar Review*, says: "The critical place of parole in a total scheme of treatment has never been properly recognized by our Canadian authorities. The timing of institutional release, the occasion of it, and the use made of the following period of unexpired sentence, are matters of basic importance in a treatment program. So far they have been largely honoured in the breach; they demand a higher honour." Happily there has been some small improvement in the intervening years, but a much greater expansion of parole services is needed.

Another desirable step is the establishment of "open institutions" for adult offenders, which Canada still lacks and needs despite the great improvements in the federal penitentiaries and some of the provincial institutions. Many of the harmful effects of imprisonment can be minimized by the use of these "prisons without walls."

Above all, we need continuity of treatment from the time the accused is arrested until he is released from final supervision. This should begin with the police because, although the police are not usually regarded as members of the "treatment team", the experience of a man (or woman), at their hands can be a very potent factor in the success or failure of later treatment efforts. This is the accused's first contact with "the law". If he meets unfairness or illegal practices, or if he is treated in a degrading or autocratic manner, he will build up resentment against the whole process of law and order. The next stage is the court, and similarly the kind of experience an offender has in court can colour his whole attitude towards the processes of law. The police and the courts should work with some thought for the rehabilitation of the accused person and, while performing their primary duties, do as little as possible to jeopardize later treatment.

Coordination of services is as much needed as continuity of treatment, and in Canada, with provincial as well as federal correctional agencies, these services are apt to be imperfectly meshed with one another. The remission service and the penitentiaries at the federal level, probation, parole and institutional treatment at the provincial level, all need to work together for the most efficient performance of the duties of each.

It must be pointed out that, for the most part, the articles on the care of prisoners and ex-prisoners in Canada in this issue present the brighter side of the picture. In proportion to the total number of prisoners in our institutions, there are still very few who get the best of treatment. The plain fact is that the greater number get crude treatment.

Our prison officials are working hard to extend constructive care to the whole prison population, but they are hampered by lack of staff and lack of facilities. This problem is not one for the administrators alone, but a problem for all of us as citizens.

THE SPIRIT IS THE SAME

This is a constantly changing world. Some emphasize scientific change and speak of atomic energy and jet propulsion. Others stress social change, the increasing population, bigger cities, higher percentage of old people, more children, more immigrants. Regardless of emphasis we are undergoing continuing change in nearly every aspect of life.

One thing has not changed. This is the spirit which moves people to help each other. Fifty years ago it was done by our parents in a personal and neighbourly way; it still is in parts of the world which are chiefly rural. At the present time the spirit of the helping hand flourishes in the cities in the only way it can flourish effectively—through organized welfare efforts.

Social agencies resulted from the breakdown of simple and direct charity in changing communities. And agencies, too, have changed. The problems they deal with, the calibre and training of their organization, the way in which their services are given, and the base of their support—all of these have changed. Social needs proved too great and varied for private effort. The hazards of city living resulted in growing dependence on tax funds for the financial needs of people suffering misfortune. Today voluntary agencies in most communities provide essential social services but give financial assistance in a limited way only.

Eight hundred and seventy of these voluntary agencies have joined forces in more than fifty Canadian communities to conduct one campaign a year for virtually all of the important health, welfare and recreational programs under voluntary auspices. These are the Red Feather campaigns which merit our maximum help in work and money.

Red Feather services carry the major load of prevention and rehabilitation in our communities. They finance the work of skilled counsellors who help straighten out personal difficulties and strengthen family life. They finance skilled leaders who create recreation programs resulting in positive character building for our youth. They finance extremely important child welfare services, health services and rehabilitation for the handicapped.

The Red Feather and the Community Chest are the same thing. Federation is the logical approach to financing the many specialized programs required by our modern communities. In twenty Canadian cities community chests have gone beyond planning for their own Red Feather agencies. In these cities the chest finances total community

planning and coordination through community welfare councils. These councils bring together all community organizations and agencies for cooperation in identifying needs, formulating sound programs, allocating responsibilities and seeking public support.

The times are changing but the spirit is the same.

W. PRESTON GILBRIDE,
*Chairman, Community Chests
and Councils Division.*

FROM THE EDITORIAL DESK

Our gratitude goes to Professor Stuart Jaffary of the School of Social Work, University of Toronto, and to Mr. Joseph McCulley, President of the Canadian Penal Association, for their invaluable help in planning this special issue of *Canadian Welfare*. If we had been able to use all their suggestions successfully this would have been the best document on the treatment of the criminal ever produced in Canada! Unfortunately we were not able to use all their suggestions, for reasons which can be guessed by anyone who knows how many hazards a magazine has to run before it comes off the press.

However, if this is not the very best publication on the subject in Canada, it is still, may we say, *one of the best*, and this is because so many people have helped us to work on the original suggestions. We are particularly happy to present articles and book reviews by Canadians whose work in the corrections field is all too little known. Remember them—you will be hearing from them again.

At this particular time, when people from all over North America are preparing to go to Toronto for the Annual Congress of Correction (October 11 to 15), we are proud to print articles by James V. Bennett and Sanford Bates, two Americans

whose work has inspired Canadians for many years. They both write about methods which are used very little as yet in Canada, but which are proving their efficacy in several parts of the United States.

Soon the fall campaigns of Canadian community chests will be in full swing, and interest will be centred on community planning and financing of welfare services. Services for the prevention and treatment of delinquency should have their fair share of the planning and money, and we would like to urge readers of this issue to give due attention to their prisoners' aid societies and other community efforts to reduce crime.

Because this number is devoted mainly to one subject, space for our usual features is limited. In November we shall have to catch up on general news. For instance we must tell about the impressions of our representatives at the Coronation, and about Miss Govan's return from Iraq. There have been a good many staff changes in agencies throughout the country, too, and our desk is loaded with notes about them. We hope you will be so pleased with this special number that you will be content to wait for news of the summer's activities.

M.M.K.

September 15, 1953

HISTORY OF TREATMENT IN CANADIAN PENITENTIARIES

By

Walter F. Johnstone

and

B. W. Henheffer



THE success of any penal system must always be measured by the degree to which it achieves its primary purpose—the protection of society and the reformation of those entrusted to its care. The histories of penal systems show transitions through stages marked by brutality and excessive and inhuman punishment to the present stage where more concern is being shown towards individual treatment and respect for the rights of those unfortunate enough to be inmates of prisons.

Canada's penal history shows that many practices (both good and bad) of the American and British systems have been adopted. At the time when prison building was contemplated, the trend was towards the Auburn or Congregated System, and Canada,

influenced by those in this System, adopted this method of prison administration. Prisoners were permitted to work together in shops during the day under a strict rule of silence and at night were locked up in individual cells. To maintain this System, it was felt that rigid discipline and severe forms of punishment were required to imbue in the inmate the fear of committing further offences.

An analysis shows that Canada has developed through four main stages in penal thought:

1. Pre-Confederation
2. 1867 to 1938
3. 1938 to 1946
4. 1946 to 1953

Pre-Confederation Era

During this period, the prisons were the responsibility of the individual provinces. It is difficult to

Walter F. Johnstone was formerly an office assistant to the Warden of British Columbia Penitentiary. He distinguished himself as one of a group selected for study of the English prison system at Wakefield, England in 1939. Called to Ottawa to supervise the training program for federal penitentiary officers in 1948, he was appointed Superintendent of the new Penitentiary Staff College at Kingston in January 1952.

B. W. Henheffer has been associated with the John Howard Society of Ontario since 1946 and is at present full-time representative of the Society in Kingston, serving the Kingston and Collins Bay Penitentiaries. He is a graduate of Queen's University in psychology and has given special attention to the problem of alcoholism among prison populations. He has spent a year of postgraduate study in criminology and penology at New York University and will return for further study this fall.

visualize a more repressive regime, with concentration on the degradation of the human being and an attempt to deprive the individual of every facet of social living.

The Royal Commission of 1849 highlights many of the flagrant abuses to which inmates were subjected. Corporal punishment was widely used. Of 2,102 punishments in Kingston Penitentiary during the year 1845, 1,877 were floggings with a rawhide or "cat" consisting of a number of strands of twine. With the population then numbering about 480, each prisoner, on the average, was flogged four times that year. This coupled with the complete lack of segregation paints a very black page in the annals of Canadian penal history. This report shows boys as young as eight years freely associating with older criminals and subject to these brutalities for the most trivial offences such as talking, shouting, laughing, whistling, and quarrelling.

A case is cited of a boy, aged 11 when he entered prison, who has three long columns of offences and punishments over a period of three years (38 floggings with the rawhide and 6 with the "cat"). Another case shows that a boy of ten was flogged 57 times in eight and a half months. One can only agree with the Commissioners when they say "it is very clear that if the individual was not naturally bad, such a frightful amount of punishment must assuredly have made him so . . . we can only regard this as a case of barbarity, disgraceful to humanity".

These, along with bread-and-water diets, were the formal forms of punishment. Yet there were many other methods of this era which were every bit as disgraceful and inhuman.

The Commissioners describe such practices as shooting arrows at the convicts, throwing stones, snowballs, and potatoes at convicts, requiring convicts to open their mouths on the pretence of searching for tobacco and then throwing salt, snow, or mud into the mouth, and "ducking" in cold water in the winter—truly some of the most inhuman practices, carried out by supposedly humane prison officers against those unable to object!

It was shown also that political patronage and graft were common, with the Warden of the Penitentiary drawing up bills for presentation to Parliament by the member of the district (who happened to be the Warden's son), and improper use of prison goods and money.

The general principle appeared to be that incarceration meant punishment only, and that if an individual could be reformed it was only by repressive and barbaric techniques. Any officer who did not abide by this rule was usually discharged summarily or, through a process of false charges and discrimination, life was made so miserable for him that he soon left.

With the appointment of new prison officials, many of these evils were partially overcome, yet the supposedly humane treatment in 1856 (quoted by the new Warden) included 1,600 deprivations of bed with bread-and-water diet, 735 confinements in solitary dark cells, 111 convicts punished by water shower, and numerous lashings.

At completion of sentence, and garbed in the clothing of some newly arrived felon, the ex-prisoner was presumed capable of returning to the community from which he came, able to abide by the laws which emphasized honesty and decency, yet



NFB Photo

**Corridor leading to prison yard,
Kingston Penitentiary.**

which permitted cruelty, abuse, and dishonesty to be a part of its punishment system.

1867 to 1938

With Confederation, the administration of the penitentiaries came under the Federal Government. There appeared to be a shift towards more humane treatment although resort to corporal punishment was frequent, and so were many of the other punishments of an earlier day. Although many amenities came with the change in trend, emphasis was still focused upon close confinement with rules of silence, and the ever present conformance demanded by the threat, and use of, corporal punishment.

Speaking at the Canadian Penal Congress in May, 1942, Judge F. A. E. Hamilton of the Winnipeg Juvenile Court stated "the major developments in Canada have consisted of enlight-

ened statements by administrators and commissioners rather than in the application of enlightened policy to curative treatment".

During the years 1927 to 1938, no fewer than eighteen disturbances occurred in the penitentiaries, with numerous small disturbances in the industrial farms and reformatories. These were brought about by injustices in the administration and by the prisoners seeking privileges which in most instances were given them only after rioting had occurred.

Tobacco was issued in the prisons, yet the necessary cigarette papers were withheld and inmates had to use toilet paper to make their cigarettes. After the riot in Kingston Penitentiary in 1932, cigarette papers became an issue and have remained since. Of these conditions, the Royal Commission of 1938 stated:

It is unnecessary to state that this method of prison discipline is highly undesirable. Good prison management should have recognized injustices existing in the prisons before being driven to recognize them by riotous conduct resulting in the destruction of life and property. Amelioration of the rigours of prison life following these demonstrations indicates a weakness in the prison administration. If prisoners were entitled to the ameliorations of these conditions, the administration is gravely to be censured for allowing such conditions to prevail. On the other hand, if the prisoners were not entitled to the amelioration of these conditions, they ought not to have been granted concessions because of their mutinous behaviour. Nothing is more destructive of discipline than to grant privileges that are not in the interests of the administration of justice, merely for the purpose of preserving contentment among the prisoners. It is equally destructive of discipline to drive prisoners to violence in order to draw attention to injustices that ought to have been promptly recognized.

The culmination of these injustices, the disturbances, and the eventual recognition of the inadequacies, was the appointment in 1936 of the Royal Commission to Investigate the Penal System of Canada, known as the Archambault Commission, whose report was the death knell of the failures and archaic treatments used in Canadian penal institutions. Its 388-page report indicated the gross error in assuming that reformation can be brought about by fear of harsh, punitive treatment, while the eighty-eight recommendations of the report could be the blue print for effective prisons and prison treatment.

1938 to 1946

With the publication of the Archambault Report in 1938, changes in the administration of the penal system of Canada were contemplated, but these recommendations were shelved, by necessity, with the outbreak of World War II and the subsequent all-out war effort. It was a quiescent period, but one during which many of the old-time policies of prisoner treatment were evaluated and plans formulated for carrying out the required reforms.

1946 to 1953

With the termination of World War II, the Archambault Report came off the shelf and shortly thereafter the appointment of Major-General Ralph B. Gibson as Commissioner of Penitentiaries, with Mr. Joseph McCulley (since succeeded by Mr. Ralph E. March) and Dr. L. P. Gendreau as Deputy-Commissioners, heralded the New Deal in Canadian prison administration. The accomplishments of these men in instituting the recommendations of the Archambault Commission are evidence of what can be done, even

despite the necessity of using outmoded physical plants.

Emphasis has been shifted towards the treatment of the individual prisoner. Some of the changes include a system of classification, partial segregation, vocational training of those capable of learning trades, and the establishment of an officer training college. But the greatest change has been in the attempt to find solutions to the problems of each individual inmate. Through this system, the convict in our prisons is becoming equipped to handle many of his problems when he is released. No longer does the prisoner leave the prison with a twisted and warped personality brought about through the brutality of prison officials.

In addition, there has been encouragement to outside agencies, such as the John Howard Societies and National Employment Service to become interested in the prisoner, both in prison and when he leaves, thus continuing the process of rehabilitation and reform until the ex-prisoner becomes assimilated into his rightful place in society.

A medium of expression is provided through the prison publications and radio programs, thus eliminating the riot as the only means of bringing the prisoners' problems to the notice of the public. Sports and hobbies are encouraged to give the prisoner something to do in his spare time, rather than having him in idleness or fermenting trouble for himself and the prison administrators.

The philosophy behind this program is that the prisoner is not considered merely an outcast from society, something to be shunned and maltreated, but rather a human being who may be reformed by individual and humane treatment.

Many people will say such a system is costly or that the prisons are coddling the prisoner. Certainly such reforms cost money, but if the money and effort spent to place a man behind bars and to keep him there were to be spent on keeping that man a productive unit of society, then the gain would outweigh the cost.

These reforms cannot be carried out without the support of the general public, yet the public must be kept informed. We can hardly consider the historical development and these penal reforms without paying tribute to those agencies such as the Canadian Penal Association whose aim is the reduction of recidivism through a better treatment of the prisoner and the elimination of many of the contributing factors to delinquency and crime. Individuals, too, are making their contribution such as that of J. Alex. Edmison, whose voice has been heard across Canada in the interest of penal reform and a better deal for the ex-prisoner.

These gains have been made with a great deal of effort and we must be certain that we do not regress. The greatest threat would be public apathy—the taxpayer pays the bill and he should know what is happening to his money. But there are still many improvements which can be made. Some of these would include:

1. An expansion of the facilities and services which have proven useful tools in the rehabilitation and reform process including the

introduction of a system in which more adequate segregation could be carried out, enlargement of treatment facilities, and expansion of the training facilities so more men can be placed in positions where they can be assured of a decent living.

2. Expansion of officer training. One poorly trained, sadistic officer can undo all that a dozen good officers will achieve. This training would ensure a pool of well-trained officers to take the places of those who leave the service.
3. From the custodial point of view, good officers must be secured and retained. This will necessitate salaries which will attract high calibre men to a career in the service and build up a pool from which suitable officers can be selected.

Canada's penal history up to 1946 was nothing of which we could be proud, but the many improvements augur well for the future. The leader in this movement must be the federal authorities who can advise and assist our provincial governments in many of their problems. In this way, a uniform and humane system can be developed across Canada. Such a system will not tolerate brutality, because brutality is not a deterrent or reformative influence. We must have a system which attempts to return its convicts to society, better men for the experience.

International Conference at Toronto

The Seventh International Conference of Social Work will be held in Toronto during the week of June 27, 1954. Canadian registration will be limited to 1,000 persons. For information about membership apply to Miss Phyllis Haslam, Membership Convener, National Council of the YWCA, Jarvis Street, Toronto.



From the President of the Canadian Penal Association

In the production of this special issue on "The Treatment of the Criminal", the Canadian Welfare Council is rendering an outstanding service to the cause of a humane, scientific and enlightened penology in Canada. Our scattered populations and great distances make it difficult for workers in this or any other field of social welfare to keep constantly in touch with one another and to move progressively forward in the furtherance of aims and objectives which are common to all of us.

This issue of *Canadian Welfare* presents a general picture of the philosophy underlying a modern program of treatment for the adult offender. For too long the treatment of crime and the criminal has been a neglected area of social work. But progress can be made only in so far as the general public is alive to the problem. This special issue of *Canadian Welfare* should do much to inform students, social workers, institutional authorities, government agencies and the general public of the aims, purposes and the present status of treatment in all parts of Canada.

Fortunately, its publication occurs just before the meeting of the 83rd Annual Congress of Correction of the American Prison Association in Canada. This meeting will bring together penal and correctional workers from all parts of the United States, the United Kingdom and Canada. It is hoped that for the A.P.A. it will be one of their outstanding meetings; over and above this, however, it is hoped that it will be a real milestone in Canadian penal history. May I therefore take the opportunity afforded me in this message to extend a very hearty welcome to all those who will be visiting Canada and to fellow-workers from all parts of our own country who will be gathering in Toronto for this very important event.

JOSEPH MCCULLEY,
President, Canadian Penal Association.

Joseph McCulley was Deputy Commissioner of Penitentiaries for Canada from 1947 to 1952, with special responsibility for education and rehabilitation. He received his university education at Toronto and Oxford (philosophy and modern history), and was for twenty years headmaster of Pickering College for Boys, Newmarket, Ontario. Always an educator, he has now returned to the campus as Warden of Hart House, the centre of extra-academic life for men students at the University of Toronto.



TREATMENT OF THE OFFENDER IN FEDERAL INSTITUTIONS

By R. B. GIBSON

IN recent years there has been in Canada, as in other countries, a change in the approach to treatment of persons sentenced to imprisonment in penal institutions. Present day policies place much greater emphasis on individualized treatment, on proper classification and segregation and on the development of a program that will turn out the offender better equipped to return to normal life as a law abiding citizen.

Imprisonment in Canada

In Canada the destination of a person sentenced to a term of imprisonment depends on the length of sentence that the Court has imposed upon him. Section 46 of the Penitentiary Act states:—

Everyone who is sentenced to imprisonment for life or for a term of years, not less than two, shall be sentenced to imprisonment in the penitentiary for the province in which the conviction takes place. Section 1056 of the Criminal Code provides:

Major-General R. B. Gibson has been Commissioner of Penitentiaries for Canada since 1946, and was president of the American Prison Association for 1952-1953. He graduated in classics from the University of Toronto in 1916, served in the First World War, and returned to Canada to study and practise law. He rejoined the Queen's Own Rifles in 1920 and from 1935-1937 commanded the Regiment in the rank of Colonel. He served with distinction in World War II, becoming Major-General and Vice-Chief of the general staff in 1944. He assumed his present position on retirement from military service in April 1946. He is a Companion of the Order of the Bath, a Commander of the Order of the British Empire, a Queen's Counsel, and a Doctor of Laws (Queen's 1953).

Everyone who is sentenced to imprisonment for a term less than two years shall, if no other place is expressly mentioned, be sentenced to imprisonment in the common gaol of the district, county or place in which the sentence is pronounced, or if there is no common gaol there, then in that common gaol which is nearest to such locality, or in some lawful place of confinement, *other than a penitentiary*, in which the sentence of imprisonment may be lawfully executed.

Under the British North America Act the administration of penitentiaries is the responsibility of the Government of Canada while other prisons and gaols come under provincial jurisdiction. From the point of view of treatment, this distinction offers some advantage to those responsible for the operation of the Federal penitentiaries since it eliminates from them the short term offender and places the prisoner in

the penitentiary for a long enough time to make a worthwhile effort to assist him in his rehabilitation.

Federal Institutions

There are eight Federal institutions across Canada, from Dorchester in New Brunswick to New Westminster in British Columbia. Each of these institutions is a self-contained community with many varied activities. In five of them the principal buildings were constructed shortly after Confederation and are, therefore, not too modern in design and construction, although many additions and improvements have been made in recent years.

The most recent, the Federal Training Centre for young offenders from the Province of Quebec, constructed during the past three years, departs entirely from the cell block pattern and houses its inmates in modern residence buildings, divided into wings containing 25 men each, in single rooms and six-man dormitories, thus permitting a desirable degree of segregation. Meals are served in a communal mess hall and special facilities are provided for vocational training and academic and recreational activities. In the older institutions each inmate is housed in a separate cell or cubicle and meals are issued cafeteria style and taken to the cells.

Regulations

Upon reception each inmate is issued with a complete outfit of prison clothing. He may receive one visit a month from his relatives and is permitted to write two letters a month. An additional letter is allowed if no visits are received. Additional visits from other persons of good character may be permitted once in three

months if the Warden is of the opinion that the visit is likely to encourage and further the reformation or rehabilitation of the inmate. Visits from the inmate's clergyman or minister are permitted at any time upon request.

An inmate may by industry and good conduct earn remission of sentence at the rate of six days per month from the date of his reception in the penitentiary. When he has seventy-two days' remission to his credit, this rate is increased to ten days a month.

Remuneration for his work is allowed on a graded scale depending upon the grading he receives each quarter for his conduct, industry, general attitude and the interest he displays in authorized activities and in the program that is available for his improvement and rehabilitation. Ten per cent of the population may receive 20 cents per day, 40 per cent 15 cents per day and the remainder 10 cents per day. A proportion of his earnings must be saved for the day of his release and he is permitted to spend the balance in the institutional canteen where tobacco, cigarettes, sweets, soft drinks, and other small comforts are available.

All inmates are issued with safety razors for self-shaving. In most institutions cells are now equipped with radio earphones and radio programs are broadcast at certain hours of the day. All inmates are permitted to subscribe to daily newspapers which are admitted without censorship when purchased from the publishers.

Classification

The basis of individualized treatment is a proper system of classification. Well qualified Classification Officers have been appointed at all



Courtesy of Dept. of Justice

The Federal Training Centre, for younger and more reformable prisoners, has a vocational and rehabilitative program. This is a view of the mess hall and dormitories.

institutions and these officers interview all newcomers to obtain full information on their educational, social and economic backgrounds and to assess their assets and liabilities.

From the case histories thus prepared, the Classification Board of the institution decides on the treatment and employment of the inmate during his incarceration. The program for each individual is reviewed from time to time and may be varied as circumstances require. The willingness and interest of the prisoner to participate in the program planned for him is an important factor in its success, and many follow-up interviews, usually at the inmate's request, provide advice and counselling that is most helpful in increasing its effectiveness.

Work in the Prison

Useful and purposeful work is a most important part of the treatment

program. In the Canadian penitentiaries more than 130 industrial shops, and 5,000 acres of farmland provide steady work for the great bulk of the inmates. Most of the construction and maintenance work is undertaken by the inmates under supervision, all officers' and inmates' clothing is fabricated and many thousands of articles are manufactured for institutional use and for other Government departments. The bulk of the milk, eggs, pork, beef and vegetables consumed in the institutions is produced on the farms, and some 15,000 meals are prepared and served daily by inmate labour in the penitentiary kitchens.

Vocational Training

While these activities provide "on-the-job" training for those who have the will and ambition to apply themselves, there are many young men who have never learned to accept and

hold steady employment and most of them are untrained in any of the skilled trades. It was considered that if those willing to benefit could be given an opportunity of learning thoroughly a skilled trade in demand in the outside world, their chances of successful re-establishment would be greatly enhanced.

Full-time vocational training under well qualified teacher-trainers is now available in four institutions for young inmates and these courses give the trainee a thorough grounding in trade theory and practice on actual projects during a basic period of nine to twelve months. Instruction includes related training in mathematics, blue print reading and the theory of the trade as well as development of the desirable social and ethical attitudes and work habits that are necessary for success in the outside world.

The trades taught include brick-masonry, cabinet making, carpentry, draughting, electricity, machine shop, painting and decorating, plastering, plumbing and steamfitting, sheet metal work, automotive mechanics and rural machinery repairs. During the past six years over 85 per cent of those who have taken this training and been released have not reverted to crime.

Broader Education

Education, or perhaps re-education in its broadest sense, is an integral part of the treatment process. An educational program should be designed not merely to bring those who are illiterate up to a minimum standard but should be sufficiently broad in scope to influence the basic attitudes of those who participate and to open to them new means of occupying

constructively the leisure time at their disposal.

Regular classes are carried on for those whose educational standard is not equivalent to graduation from elementary school and corresponding courses are provided for those who wish to pursue studies beyond this level.

The staff of school teachers has been more than doubled in recent years and much valuable assistance is given by University Extension departments and outside lecturers who have provided a number of special courses of lectures on subjects of practical and topical interest. Increasing use is being made of films and film strips in the educational program.

Well stocked libraries are available in all institutions with a wide variety of fiction and non-fiction books and magazines. Inmates are permitted to subscribe to, or have sent in to them, a large selection of magazines in addition to those provided from public funds.

The Function of Leisure Activity

Fifty per cent of the men in Canadian penitentiaries are under 30 years of age. The importance of providing suitable outlets for the physical energy of youth cannot be overemphasized, if only to ease the tension that is inevitable in prison life and to provide healthy and wholesome activity to counteract the baleful influence of confinement.

In all institutions organized sports play an important part in developing a good "climate" and in encouraging sportsmanship and self-control. Soft-ball, soccer, hockey and boxing are carried out under the management of inmate committees and these activities have demonstrated their value in

encouraging the team spirit and the sense of "belonging" that are vital factors in effective human living.

Along with these athletic activities there has been developed an extensive hobby program to fill in the hours necessarily spent in cellular confinement. These activities are financed from the inmate's own resources or, in the case of those without funds, by small loans from the Inmates' Welfare Fund. They provide an outlet for those who find that working with their hands gives greater relaxation and relief from tension than reading or studying in their leisure hours.

Other Influences

The place of religion in a rehabilitation program has long been recognized as of paramount importance. All penitentiaries have well appointed chapels for members of the Roman Catholic and Protestant faiths and full time chaplains for each. Regular weekly services are held and each chapel has its own choir. The chaplains take an active part in many of the prison activities, and have a unique opportunity for influencing those in their charge towards the paths of right living.

Special mention should be made of the development of chapters of Alcoholics Anonymous under the sponsorship of the chaplains which are providing a positive pattern of rehabilitation that appears to be having most successful results.

Mental and Physical Health

Of major importance in the treatment program are the facilities available for medical care and psychiatric consultation. In all penitentiaries there are well equipped hospitals with physicians in charge and competent hospital staffs. The task of the

penitentiary physician in dealing with the complaints, real and imaginary, that develop in a prison population is not an easy one. He must be able to distinguish the malingerer from the patient in need of treatment and must have the necessary facilities and skill to diagnose and treat those in need of medical or surgical care and to deal patiently and effectively with the neurotic, the psychotic and those who have no clinical symptoms of illness. The recent addition of psychiatrists to the staffs of most penitentiaries has assisted greatly in dealing with problem cases.

Training of Staff

No treatment program can be better than those who have the day-to-day responsibility of carrying it out. Recognizing this fact, there has been carried on since 1948 a series of training courses for penitentiary officers in all aspects of prison work with special emphasis on the problems of treatment.

In March 1952 the Penitentiary Staff College at Kingston was set up as a permanent institution for the training of penitentiary officers. Nearly half the staffs of the Canadian penitentiaries have now taken these courses of training and the benefits are becoming increasingly evident in the operation of our institutions.

Employment Afterwards

It is a well known fact that 95 per cent of those sentenced to imprisonment sooner or later are returned to outside life. If the efforts towards rehabilitation undertaken in prison are to have practical results, acceptance and employment in the world outside are very necessary. The administration works closely with the National Employment Service

and with the various Prisoners' Aid Societies, most of them carrying the name of John Howard, in finding employment and encouragement during the first difficult weeks of freedom.

These societies are assisted by grants from the Federal Treasury. The continuing interest of the public, and particularly of employers, in providing work and wages for those who have paid their debt in the hard coinage of punishment is a vital and indispensable part of the treatment program.

Prison Still Imprisons

Even with the humane and helpful changes that have been made in the treatment of offenders, imprisonment,

with its loss of liberty, its regimentation and discipline, its long hours of cellular confinement, its complete removal of the individual from his family and home ties, still remains as a very real punishment for criminal behaviour.

If society is to obtain any lasting benefit from the costly business of imprisonment, there must be increased co-operation and understanding between citizens on the outside and the prison authorities, so that the methods of treatment in the institution will have practical results in the successful placement and re-establishment of those who are prepared to respond to the opportunities now available to them.

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ACROSS CANADA



PARLIAMENT HILL

Federal Training Centre

The Federal Training Centre, an institution for younger and more reformable inmates selected from those committed by the courts to St. Vincent de Paul Penitentiary near Montreal, has now been fully organized and is operating at about one-half its planned total population. It represents the first departure by federal penal authorities from the traditional maximum-security type of institution. Dormitories are substituted for the cell-block, and inmates partake of their meals in a central dining hall. The program is primarily educational and vocational in its intent, and facilities are rapidly being developed to completion. Director Martineau and his staff have recently carried out an intensive series of in-service training courses in the French language for new staff members. Instructional assistance was provided by bilingual officials from the Ottawa office of the Commissioner of Penitentiaries.

Educational Venture at B.C. Penitentiary

Through the generosity of the Dale Carnegie Institute, courses in effective speaking and human relations have been conducted at British Columbia Penitentiary by Mr. Warwick Angus. Two separate classes each comprising about thirty inmates have successfully completed the course, which has been enthusias-

tically endorsed by the staff and inmates concerned. As a form of group therapy it is hoped that such activity may prove to have beneficial results.

Penitentiary Staff College

The Penitentiary Staff College at Kingston, Ontario, has now completed its first full year of operation, during which custodial staff, trade instructors and other specialists have been brought together from all federal penitentiaries for training. A highlight of this program was a summer course of four weeks' duration held in July 1953, in which Vocational Training Instructors from five penitentiaries received instruction in educational psychology, teaching methods, shop management, trade analysis and practice teaching. Instructors for this special course were prominent Ontario educationists in the field of vocational and teacher training, working in co-operation with officials of the Justice Department.

Sickness Survey

The Dominion Bureau of Statistics has made public a detailed study of what Canadians spend for medical care. The study is part of a nation-wide sickness survey made by the federal and provincial governments, details of which are now being compiled.

The survey found that of an esti-

ated 1,322,000 family units with incomes of less than \$1,500, about one-fifth spent nothing on health care during the 12-month period from the fall of 1950 to the fall of 1951.

Among all family units, regardless of income, 13.6 per cent spent nothing on health care. The average amount paid out by the estimated 3,934,000 families who did was \$95 for the year. In the highest income group (\$5,000 and over), only 3.3 per cent had no expenditures on health.

Direct payment for medical, hospital and nursing services took the largest proportion of health expenditures for all income groups, the average being 54.4 per cent.

Highest proportion of families subscribing to prepaid health plans was in the income group from \$3,000 to \$5,000, where 67 per cent. of those reporting paid out a total of \$27,000,000 in premiums, or 28.0 per cent of their total health expenditures.

PROVINCIAL CORRECTIONS

The following news has been gleaned largely from the Annual Report of our Delinquency and Crime Division, with some additional notes from correspondents.

British Columbia Further implementation of the 1950 Penal Commission Report took place during the past year. Most notable amongst these developments were the appointment of a full-time medical officer to the jail service; the appointment of a psychologist, and full-time appointments of chaplains, both Protestant and Roman Catholic.

Staff training courses for jail personnel continued with staffing from the Department of Sociology of the University of British Columbia.

The forest camp program instituted in 1951 was expanded. Two minimum security training camps were held for young offenders between the ages of sixteen and twenty-three. Results were accepted as good and it is hoped that a further expansion of the program would take place next year.

There has been considerable public interest in the questions of penal reform in British Columbia during the year. Riots at Oakalla Prison Farm

were one of the items which brought the matter to the fore. The press and many organizations began intensive programs aimed at bringing about reform. The provincial government has made several commitments for improvements for the coming year, including a new medium security institution, further alterations to Oakalla Prison Farm, a new jail in the northern part of the province, increased staffs and consideration of better salary scales.

Mr. H. E. Blanchard, formerly Deputy Superintendent of Child Welfare in British Columbia has been appointed Director of Industrial Schools. His appointment is the result of the development of modern treatment methods in the two schools, and the creation of specialized casework and group work positions to carry out this program. Each school now employs a professionally trained and experienced treatment director who supervises staff and program. In-service training for nonprofessionally trained staff forms a part of Mr. Blanchard's duties, as well as integration and development of standards. Institutional treatment of juvenile delinquency in BC which is adminis-

tered within the Social Welfare Branch, is considered as a specialized form of child welfare, rather than as an arm of adult corrections. The superintendent and treatment director of the Boys' School are Mr. George Ross and Mr. George Whiten; of the Girls' School, Miss Ayra Peck and Miss Doreen Aylward.

The University of British Columbia has introduced a graduate course leading to a Diploma in Criminology. The course lasts one year. Applicants must have one year graduate study in social work, sociology or psychology, or possess a degree in law.

Alberta A considerable amount of new institutional building is planned in Alberta for the next few months. This includes extensive construction at the institution at Bowden and at the jails at Fort Saskatchewan and Lethbridge, and a new rehabilitation centre for alcoholics. Another service for alcoholics has been initiated by the Salvation Army who have opened a treatment centre in Calgary.

Two family courts have been established under the legislation passed last year, in Edmonton and in Calgary. Although operating under separate legislation, these courts have the same judges and chief probation officers as the juvenile courts. Family counselling services are provided by the welfare department in each city.

Saskatchewan During the year the Corrections Branch focused its attention primarily upon its institutional work. New superintendents were appointed to the men's jail at Regina and the women's jail at Prince Albert. The in-service staff training program for the institutions has also been revised.

Manitoba Each year since 1934 the Inspection Committee of the Welfare Association-Manitoba Prisoners' Aid—at the request of the Attorney General and upon the recommendation of the Chief Justice of Manitoba, has visited and has made a careful inspection of penal institutions in Manitoba. Last year they inspected and reported to the Attorney General on the following institutions: the Home of the Good Shepherd, the Manitoba Home for Girls, the Manitoba Home for Boys, the Women's Gaol, Portage la Prairie, the Brandon Gaol, and the Dauphin Gaol.

Ontario The Alex. G. Brown Memorial Clinic at Mimico Reformatory for the treatment of alcoholic prisoners has completed its first year of operation. The clinic is open to alcoholic prisoners of provincial institutions who appear ready to use its service. Those who are accepted spend the last thirty days of their sentences at the clinic. Treatment consists of psycho-therapy, largely of a group nature, but with some individual treatment. Stress is laid on the continuing use of antabuse. The period in the clinic is considered only the launching platform into a four-year period of effort at control of alcohol. Great importance is attached to follow-up work with prisoners discharged from the clinic. During the year the average number undergoing treatment at the clinic was nineteen.

It has also been announced that twenty-three new clinics for alcoholics will be set up throughout the province, to serve the non-inmate population.

A new maximum security institu-

tion for men is being built at Millbrook.

The program of probation under the Department of the Attorney General has been expanding; two new adult probation officers have been appointed and several more appointments are planned. A conference of juvenile and family court judges and probation officers was held during the year. One result was the establishment of a provincial probation officers' association.

The Attorney General has announced that although at present there are adult probation services available in only nine out of the 48 judicial areas, officers to cover the other areas will be appointed as soon as qualified personnel become available. A number of appointments have been made over the past few months. New gradings for the probation officers have been established. Group 1 salaries range from \$3,160 to \$3,720, and Group 2 from \$3,720 to \$4,420. Those in Group 2 must be graduates in social work or in the social sciences, and preferably have a few years' experience. All probation officers are civil servants and as such benefit by the retirement scheme.

A new family court has been established in Brampton and the juvenile court of Windsor has been expanded to become a family court.

An Act to Amend the Summary Convictions Act was passed during the year by the Ontario legislature. This Act provides that where a person is convicted of an offence for which a mandatory prison sentence is provided, the court may nevertheless impose a fine in lieu of imprisonment.

Two further branches of the provincial John Howard Society were

established during the year, at Ottawa and London.

New Brunswick The juvenile courts in New Brunswick continue to increase.

Two new ones were established during the year bringing the total to four; three more are in the process of organization. An interesting development is the establishment of a mental health clinic in the School for Boys in Saint John. This clinic is financed through the federal health grants, and may be a pattern other provinces could copy. A John Howard Society was formed recently in Saint John.

Nova Scotia Nova Scotia has seen a considerable amount of public interest in the field of correctional developments during the year. The newspapers have been carrying a lot of information about the conditions in the county jails, and in Halifax a citizens' committee, with representation from the John Howard Society, and many other social, church and citizen groups, has been meeting to prepare an appeal to the Provincial Government to request implementation of the 1941 Report of the Nova Scotia Royal Commission on Jails.

A juvenile court has been set up to serve four of the most Easterly mainland counties of the Province. This court travels from centre to centre and is something of an experiment. If it proves successful, a similar plan may be put in operation in the Western section of the Province.

The probation service for young offenders formerly supplied by the Royal Canadian Mounted Police has been discontinued.

During the year a series of courses

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for police personnel from all parts of the Maritimes was instituted under the direction of the Halifax Police Department. The project is supported jointly by the three provinces. The courses were devoted mainly to the criminology side of the policeman's work, and not to the social and preventative aspects; however, the scope may be broadened during later sessions. The policeman's work is basic to good penal services, and advances of this nature are most welcome.

Newfoundland has recently passed a Corrections Act which gives the province the basis for a modern penal system. According to the press, Dr. Pottle, the Minister of Public Welfare, made a number of important statements when he introduced the Bill in the House. He said that crime is not an isolated happening and the sole responsibility of one person, but rather it is a thing for which the whole community is directly or indirectly responsible. "Crime is a reflection on all of us—a reflection on the ideals of our society—a reflection on the qualities of our homes and our schools. Some of the children in our homes today will be in jail by and by, because their homes, and society in general, have failed them." A person who goes to prison is still a member of society, with rights and privileges, circumscribed, it is true, and not the same rights as those of free citizens but rights which should be protected and needs which should be filled.

In many respects the Newfoundland Act was modelled on the Saskatchewan legislation and the preamble is a direct quotation from the Saskatchewan Act. The Act provides

for a Division of Corrections within the Department of Public Welfare and for the appointment of a Director of Corrections; Mr. O. J. Walling, formerly of British Columbia, has been appointed to that position. Provision is made for the establishment of a Youth Guidance Authority to deal with juveniles (under seventeen years of age) and for an Adult Guidance Authority to deal with adults. Authority is given to the Minister to appoint an Advisory Board of Corrections to work with the Director of Corrections. Another interesting provision is that "the Minister may undertake and promote a programme for prevention of crime and delinquency and may foster programmes initiated under other auspices as an integral part of the duties of the Division". There is also provision for voluntary admission to both juvenile and adult correctional institutions.

New Study Organization The Canadian Institute for the Study and Treatment of Delinquency was formed in Montreal in August. This organization will unite the work of people of different professions in studying crime. The chairman of the provisional committee, which is enlisting people for the Institute's work across Canada, is the Reverend Noël Mailloux, director of the University of Montreal's Institute of Psychology. The English-speaking secretary is Dr. Alastair MacLeod, assistant director of the Montreal Mental Hygiene Institute; the French-speaking secretary is Mrs. Jeanne d'Arc Lemay Warren, director of the youth welfare division of the Quebec Department of Social Welfare and Youth.

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A MODERN APPROACH TO CORRECTIONAL TREATMENT

By ELMER K. NELSON, JR.

MODERN correctional programs seek to provide settings and activities within which positive emotional growth may take place on the part of the offender. Our view of crime has now been brought into focus on the individual criminal who has failed to develop necessary controls on his behavior with the result that these controls must be supplied artificially from without.

The field of corrections may be likened to a highway along which the resources of various programs are mobilized at spaced intervals: the police, the prosecutor, the judge, probation services and highly diversified institutional programs. Although the offender is passed from one agency to the next, these various functions are but poorly integrated and the objective observer is struck with the social distance which separates one from the other and impedes communication between them.

Each organization has a central and legally buttressed function which it tends to emphasize to the exclusion of all other functions; the police to apprehend, the prosecutor to prosecute, the prison to incarcerate and so on through the list. But all of them have a larger mandate from society which is two-fold: to protect the

community against criminal activity, and to rehabilitate the individual criminal to the greatest possible extent.

Goals and Methods

It is an anomaly of our time that these two goals have been conceived of as inconsistent with each other. It is said that such workers as police and custodial officers are prohibited from a rehabilitative function because their task of protecting society requires harsh approaches. Conversely, it is said that such workers as probation and parole officers are prohibited from protecting society because their task of rehabilitation requires lenient approaches.

Actually no need of society or of the offender is served fundamentally by extremes of harshness or leniency. It is widely believed today that each offender needs some suitable combination of understanding and control in all of his contacts with those who represent authority. The presentation of rules and limits to the delinquent is a part of his rehabilitative process, not a function inimical to it.

Through varied programs geared to individual problems we attempt to fulfil unmet human needs. It is realized that a delinquent act may be the

Elmer K. Nelson Jr., came to Canada from the United States in 1952 to become assistant professor of criminology at the University of British Columbia. He has degrees in arts, law and psychology. His competence in the corrections field has been developed by a varied experience in universities and the U.S. army, and specially by his work as staff psychologist and head of the Psychological Clinic serving the courts and probation department of Contra Costa County in California, and as senior sociologist, California State Department of Corrections, working at the state prisons at San Quentin and Chino.



The Vocational Training School at Dorchester Penitentiary, N.B., is now in partial use. It was built by prisoners, and is located outside the prison walls. This picture shows the building under construction.

device through which an offender redresses his injured self-esteem and gains a temporary sense of mastery in the world of social men. Our difficult task is to cope with the symptoms (criminal behavior) while also treating the deeper causes which, though obscure, are present in every case. Let us examine briefly certain correctional programs which have been designed for this dual purpose.

Treatment of Underlying Causes

Our efforts to base treatment on diagnosis have crystallized in the pre-sentence investigations of probation and the classification studies of penal institutions. Probation studies frequently have tended to be superficial under the pressures of limited time and staff, but there has been encouraging progress toward an integration of clinical findings and casework action. Institutional classification often has been routinized in method and divorced from the penal programs which are supposed to be based upon it. The modern prison reception center is beginning to shake clear of these stale practices by starting treatment the moment the inmate arrives, bringing custody and other institutional programs actively into treatment planning, making selective use of well balanced teams of clinical workers and implementing diagnostic insights so that they become a vital

and current part of daily activity in the prison.

It is to be hoped that both probation and institutional personnel will become less preoccupied with tenuous distinctions between stereotyped labels such as "neurotic" and "psychopathic," thus freeing themselves to grow more sensitive to the unique emotional configurations of each offender.

Limited amounts of individual psychotherapy are being made available in some institutions and probation settings; and the increasing use of group therapy in the prison offers a challenge to penal custom by demonstrating that an inmate may express violent feelings in certain situations without receiving violent treatment in return, and that he may criticize his fellow inmates without being ostracized by them.*

There has been some fruitful experimentation in socialization programs centered about recreational and daily living activities, conducted with small and homogeneous groups of incarcerated offenders, and seeking to utilize constructively the same human forces and controls which govern our behavior in the free community.

In working with juveniles we have sensed the imperative need for curative action at the earliest possible moment, while also seeing more clearly the values in attacking the

*See reference to "group interaction therapy" in Sanford Bates' article in this issue.

problems of youth through treatment of the emotional conflicts and involvements of their parents.

New opportunities for helpful relationships between inmates and staff have appeared with the advent of minimal custody prisons and the discriminate use of forestry camps and like programs. We note within some prisons the growing diversity of vocational, educational and recreational outlets which, through a centrally organized administration, may be drawn together to meet the complex requirements of individual inmates. The urgent need for still further development of these facilities is widely realized.

A moderate degree of self government, consistent with the needs of offenders for gradual development of self control, has found practical expression in the prison inmate council.

Meaning of Custody

It must not be forgotten that the primary and legally sanctioned responsibility of any prison is the safe-keeping of its committed population. Most prisons lack most of the resources necessary for purposeful and specialized programs aimed at rehabilitation. While these resources are being assembled, we must distinguish between the kind of safekeeping (custody if you will) which damages those subordinate to it, and the kind which at crucial moments can be salutary by avoiding the extremes of uncertain leniency and punitive repression in setting limits on behavior.

Some Advances

The legal structure within which correctional programs operate has

proven to be modifiable in the face of sound and honestly urged suggestions, but there continues to be a pressing need for additional basic changes. Notable advances thus far include probation laws which are not hemmed about with rigid qualifications, the type of indeterminate sentence which gives force to professional judgments regarding the readiness of the offender to return to the community, and parole services so organized as to give casework supervision and assistance to the individual released from confinement.

Some Difficulties

A paramount problem exists in making the needs of the correctional field understood at the levels where laws are passed and budgets authorized. All governmental agencies share this difficulty in varying degrees as they compete with each other for public funds, but it has proven exceptionally difficult to make a case for the treatment of criminals who constitute an irritant and a threat to society. The offender, as a skeleton in our collective family closet, is alternatively hated and romanticized with the result that we cannot think clearly about him. During the past decade, however, we have made some progress towards dispassionate thinking about the problem of the offender and, in some places, towards passing rational laws and providing sufficient funds for correctional work.

Conflicts

Perhaps the most striking problem *within* the field of corrections is the misunderstandings which arise between included agencies, disciplines

and individuals. Custody and treatment are uneasy bedfellows in the modern prison although they should be indispensable to each other and seek compatible goals of meeting unsatisfied human needs within a structure of firmly defined limits. Probation and law enforcement are inclined to jostle each other threateningly as both move toward finer definitions of function in a rapidly changing social scheme. A comprehensive list of the more subtle conflicts in these areas would be lengthy indeed.

Understanding One Another

The ultimate answer seems to lie in a sharing of experience among the various kinds of correctional workers. It is the unknown quantity in the other fellow which each one of us distrusts most of all, whether found in an offender or a fellow worker. Conference and institutes, meetings and informal contacts provide media through which the isolation of correctional programs may be overcome.

We Need Good People

Seen in proper perspective, our greatest reservoir of resources for treating the offender is the human wisdom, energy and warmth of people rather than the programs and physical plants which merely provide a setting for activity. The modern approach is to cultivate these resources through supervision, staff meetings and in-service training opportunities of various kinds. These devices for staff development are essential if the correctional worker is to remain optimistic in performing his difficult duties; and when we cease to feel optimistic about the offender we have forfeited our opportunity to help him to achieve positive growth.

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SOMETHING NEW IN PRISONS

By JAMES V. BENNETT

PERHAPS the most important thing we have learned from open institutions, especially the one at Seagoville, Texas, is that we really don't know very much about what is euphoniously called penology.

I will be the first to admit that when we cautiously tried putting prisoners in a really open institution, I thought it was bound to be a failure. But my greatest shock came when I realized that a prison can be run without walls, guns, and other custodial paraphernalia, and accept a pretty largely unselected group of prisoners directly from the courts. And that is just what is being done at our new institution near Dallas, Texas.

To be sure, some men are being sent to Seagoville who can't be permitted to remain there. To be sure, also, the experiment—and it is an experiment—Involves calculated risks. And to be sure the program is really different from the usual institutional regime, and requires an especially alert, dynamic, and dedicated staff. But such a program can be made to work. That's the important point.

Evolution of Open Institutions

But to go back a moment, when the Federal Bureau of Prisons was established in 1930, plans were made for a classified system of institutions which would provide not only for those desperate criminals from whom

James V. Bennett has been Director of the U.S. Bureau of Prisons for eighteen years. In his early professional life he became an expert in administrative procedures and in 1926 he was assigned to investigate federal prisons. Since then his main work has been in the prison field. He is a member of the National Conference on Juvenile Agencies and the Inter-American Bar Association's Committee on Penal Law, and of the editorial boards of the *Journal of Criminal Law and Criminology* and *Federal Probation*.

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society had to be protected, but also for the lesser and "accidental" offenders. To that end, several "open" prison camps were included in the prison system.

As time went on, however, a new concept began to dominate our thinking. This was the belief that even the more serious lawbreakers could be successfully trained for return to society under circumstances approximating as closely as possible those of the free community; that the regimentations, the tensions, the restraints of the traditional prison tend to create unwholesome resentment and rebellion; and that for many prisoners intelligent supervision plus a program of constructive work and leisure time activity serves a better purpose than rigid surveillance and piles of cement and steel.

An Example

Following World War II, the opportunity to put these theories into practice came when the institution at Seagoville, Texas, which had been turned over to the Immigration and Naturalization Service as a detention station for enemy aliens, was again acquired by the Bureau of Prisons. This institution, without walls, guard towers, or bars, was originally built as a reformatory for women.

When the decision was made to reopen it as a prison for men, some

experienced prison officials shook their heads. But today Seagoville is proving that even the more serious offenders will respond to and benefit from a liberal program. One such offender is a man who had an extensive criminal record and was serving a long Federal sentence for armed robbery of the mail. Twice he had been in Alcatraz (the Federal system's maximum custody prison). He was transferred to Seagoville, where he made an excellent adjustment, gained back some of his self-respect, and made a positive contribution to the life of the prison community.

Living Conditions

At Seagoville the men live in rooms, not cells. There are no bars on the windows and the doors are never locked. Each man must keep his own room clean, but he is free to move about in the cottage as he pleases. During his leisure time he may stay in his own room, visit with other men in their rooms, or participate in games or listen to the radio in the recreation room. He is free to go about the campus to the library, the school, the chapel, the auditorium; to engage in an active program of sports; to learn handicrafts or other constructive leisure-time activity. He may go to the dining hall at any time within certain prescribed hours, serve himself at the cafeteria steam-table, and sit with the persons of his choice at a table for four. Rarely does a man abuse these privileges.

Work and Training

Life at Seagoville, however, is not one of ease. Each man must do a full eight hours of work. This may be in connection with the maintenance and operation of the institution; it may be on the farm, in the industries, or

in one of the shops. On-the-job training is given in trades and in several technical specialties.

An active education program is carried on in both academic and vocational subjects. Habits of industry and the incentive of self-improvement are established. All this helps to straighten out many a life which has gone off on a tangent. Just as an example—although there are many—one man who learned the electrical trade at Seagoville has since made an outstanding success as a construction electrician, with increasing responsibility and steadily improving financial returns. He has become a productive citizen after serving a long sentence for a very serious crime.

Other Influences

Regulations at Seagoville are few, and concerned more with the basic rules of decency and consideration for others than with the endless prohibitions and restraints of the traditional prison. These rules are enforced firmly but unobtrusively.

It is difficult to say what influence at Seagoville may be the deciding factor in a man's determination to build for himself a better life. One typical confidence man, committed direct from the courts, was at first arrogant and "cocky"; he seemed to feel no remorse or regret for his depredations on society. Surprisingly enough, he became interested in the religious program. Following his release he went into the ministry and now gives his full time to that work. Another man who had spent a long term in the institution and whose attitude in the beginning left much to be desired, but who gradually improved under a program of constructive work and activity, has since his

release written to the Warden to express his gratitude and to say that he can now see how much good his stay in the institution did for him.

Future of the Open Institution

Seagoville has been an experiment, and much more experimentation remains to be done. There is still room for improvement. But it is my firm belief that the future will see us tending more and more in the direction of open institutions of this type as we are able to expand the appropriate facilities and integrate the experience we have gained.

Perhaps this is a natural evolutionary development growing out of man's gradually awakening social conscience. It may be that we are witnessing the demise of the prison as we have known it for generations past.

At any rate, it seems significant that our numerous experiments in housing prisoners in open type institutions have shown the bugaboo of escape is greatly overemphasized. In the eight years since Seagoville was opened as an institution for men, more than 4,000 prisoners have been committed there, and only 32 have escaped. All of these have been recaptured, for the most part by our own officers within a few hours after they walked away from the institution. Others were caught by various police agencies. These days of finger-printing, teletyping, radio communi-

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cation, job registration requirements, the disappearance of frontier country, have made it pretty difficult for any person long to outwit the forces of the law.

With this fact brought home to the prisoners, supplemented by a program of classification that weeds out the psychopathic and the unstable and strengthens the prisoner's assurance that his keepers believe in his worthiness and dignity as a human being and challenges his self-esteem and self-respect, there can be more Seagovilles.



Mental Health Conferences

The Fifth International Congress on Mental Health and the International Congress on Child Psychiatry will be held in Toronto next August. For information write to The Canadian Mental Health Association, 111 St. George Street, Toronto 5.



PROGRESS IN CANADA

By J. ALEX. EDMISON, Q.C.

ONE of the most significant developments in Canadian penology during the past quarter century has been the change in public attitude. This has been apparent, not only in support of penal reforms, but in the better understanding of the problems facing a prison dischargee returning to civil life. The reasons can be assigned first to the shocking revelations coming out of the Archambault Report (1938), and second to penal authorities taking press and public into confidence. The latter policy was initiated in 1946-47 by the Penitentiaries Branch, and duplicated in varying degrees by some of the Provinces.

Thomas Fowell Buxton, M.P., in his 1818 treatise on Prison Discipline in England, described penal blights of the day and concluded—"I am persuaded that the evil exists only because it is unknown; that it arises not from insensibility on the part of the nation, but from ignorance; and that a faithful disclosure of the scenes which may be witnessed in almost every county jail, would speedily be followed by an impulse to prevent them". This "faithful disclosure" has aided reform minded officials in

revolutionizing the Canadian approach to the handling of crime and criminals. Now, usually only from the most reactionary elements do we find progressive and humane reforms labelled as "coddling".

The last report of the Commissioner of Penitentiaries indicates that fewer graduates of Canadian federal prisons are returning there. This is as it should be. One old recidivist said to me recently, "When I was in Kingston before, I was just a number, but this last time I was treated as a human being".

He found quickly on his last release that the public attitude to ex-convicts had also undergone a change. The National Employment Service was eager to steer him into a job with an understanding employer who knew about his past. The John Howard Society was willing, thanks to increased public financial support, to keep him in food and lodging until his first pay cheque and to work with him on his rehabilitation over a long term. He found also that there was more appreciation of his special problems. Consider the following two quotations: "No matter what punishment a man may suffer in prison,

Alex Edmison is now Assistant to the Principal of Queen's University, but he is best known to our readers for his work over the years towards more effective methods of treatment of the offender. He is a lawyer by profession, is Past President of the International Prisoners' Aid Association and of the Canadian Penal Association, and is at present a Director of the American Prison Association.

often a very real punishment commences after his release"; and "It is true . . . that many cases of recidivism can be attributed directly to society's non-acceptance of, and failure to assist, the released prisoner". The source of these two enlightened observations is not the brochure of a prisoners' aid society. They come from a recent publication of the Royal Canadian Mounted Police!

It is my hope, and prediction, that the present tide of public support in favour of penal reforms will bring long needed help to probation services in Canada. They require, of course, to be strengthened where they do exist, and instituted in most sections of the country. Why should we continue to overcrowd our institutions with people who in other progressive countries would be allowed their freedom under the supervision of trained probation officers?

I was looking over, the other day, some of the old notes and clippings in my public speaking files on penological subjects and found that most of these addresses are now of no current worth or significance, for the very good reason that the changes clamoured for have long since been granted. How dated now are appeals for baseball games and hobbycrafts in Canadian penitentiaries!

What about the future? Despite one's satisfaction with present day trends in Canada's penology, I am worried about complacency setting in. A glance at England's long history should alert us to what may happen. There, a penal reform movement would gather impetus, subside, and after a generation, be urgently needed again. We should not countenance penal retrogression in Canada.

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CULTURE AND REHABILITATION

By JOHN ARNOTT

"In any personal relationship," said Professor Doland, "one should think of the Culture Group plus one." Culture often controls our emotions such as love, jealousy and hate. I am interested in the effect of a rapidly-changing culture on our people, and in how that is influencing criminal behavior and therefore all rehabilitation work with offenders.

The culture pattern of Western Civilization is taking a beating. Its frame work is being pushed around alarmingly. Our traditional values are being shattered and new ones, so far, are not taking their place.

As culture is a strong influence for unity, for conformity of behavior within the traditional pattern, the result of our changing values is bewilderment—a lack of sense of purpose and increased crime.

When the whites imposed their culture on that of the Indians of the Americas, the frame work of the Indians' cultures disintegrated. Previously effective social controls were no longer effective and the result in most cases was, and is, pitiful.

This article is adapted from an address given at the Maritime Conference of Social Work, Fredericton, June 18, 1953.

John Arnott became Executive Secretary of the John Howard Society of Nova Scotia three years ago. He was born and educated in Edinburgh, and specialized in sociology and anthropology at the University there. He has made four ethnological field trips to primitive peoples on the Amazon and has been awarded the plaque of the Gottenburg Museum, Sweden, for this work. He served in the Canadian Army overseas during World War II.

And so we in our culture-chaos are seeing signs of disintegration in many directions: critical dilemmas of morality for one thing, and many other unresolved problems. One result has been increased confusion about what is right and what is wrong, and very often large-scale disregard for law. These are recognized symptoms which can be seen in history where other culture patterns have been disorganized.

Some commentators even go so far as to wonder if western culture can recover from this present disorganization. Some say that western civilization is doomed to take its place with those other once-proud nations whose culture fell apart.

The Social Climate

Consider first, then, the widespread weakening of traditional codes of morality which began in the 20's; the threat to economic security of the 30's with increased problems (of unstable adjustment of partners in marriage, for instance); followed by the many blows at the traditional culture structure caused by World

War II, with the separation of husband and wife and of parents and children, and the high incidence of neuroses among servicemen; the uneasy post-war years with accumulated and additional unresolved problems, such as those arising from increasing urbanization: for instance, increasing mobility; lengthening dependency of youth; the higher values put on material gain, and so on.

The Offender in an Unstable Society

Then, let us look at some of the *additional factors* with which an offender has to contend as he or she tries to become established as a good citizen in an unstable society.

First of all I think of what I call the "outcast complex"—the very common feeling the offender has that he is now in the eyes of the general public only worthless material. Unless he is a moron, he suffers from a strong feeling of alienation from the rest of the world. He is convinced, rightly or wrongly, that society has classed him as a pariah, and the devices he uses to ward off his feelings of inadequacy are, in many ways, like those of mental defectives. Many defensive reactions are brought into play. Chiefly, his reactions against his failures are either aggressive in form or else they lead him to retreat from normal relationships, with a marked fear of failure and defeat while in 'normal' society.

Aggravating the whole feeling of social uselessness, unfortunately, is the appalling state of our jails. The majority of these "barred and turreted zoos for humans" cannot but make their inmates suffer from a feeling of worthlessness. The Archambault Report said in 1936 that after a young

man had spent time in our local jails his subsequent reform was extremely unlikely. The Report of the Commission on the Gaol System of New Brunswick in 1951 shows that this still holds.

Two things, among others, arise from this 'outcast' complex of the offender mentioned above: a rejection of plans for the future, and an almost inevitable association with criminals.

A Rejection of Plans for the Future

Common among offenders is a loss of sense of any but the most transient and immediate meanings in life. Only the present or, at best, the most immediate future is given a place in their minds. They are as oblivious about a budget, for instance, as they are about the quantum theory.

There is no doubt part of a systematic denial of the unpleasant which we all, in a greater or lesser degree, practise. Capricious influences of the moment are not related in the offenders' mind with future consequences. For this reason also there are many alcoholics among offenders.

Association with Other Offenders

The 'outcast' complex which makes so many offenders feel rejected makes them retreat from healthy, normal relationships and, too often, find in the so-called underworld those who understand them and will accept them—who very often will even praise them! Normal society does reject them because they are 'ex-cons.' It is remarkable, for example, how many application forms for employment have a paragraph which asks the question: "Have you ever been convicted for a criminal offence?" The federal government is one of the least tolerant of all bodies in this

matter. Its refusal to take into the civil service people with a "record" is in contrast with its progressive program in penitentiaries, its public education program and its assistance to after-care agencies.

Except in the largest cities, the fact that a man has a criminal record soon becomes known, and even after a job is found for him he is so often hounded (like a sick animal being attacked by the herd) that his outcast feelings are increased rather than diminished. Small wonder, then, that the underworld becomes for him a sanctuary, even for many of those who had really resolved never again to commit an offence, and that that sanctuary, where values are distorted, leads him, sooner or later, to new criminal offences.

Many offenders, in order to escape the pursuing penalties of having a criminal record, feel compelled to move from place to place. They continue to pay a hundredfold for their sin. They continue, as one offender said, to wear 'invisible numbers.'

In Australia, if a man has not committed an offence during ten years following a sentence, his past records are destroyed. Comment on this praiseworthy policy is unnecessary.

The Essentials of Rehabilitation

Thus, in great part, rehabilitation work with offenders becomes a task of educating, or re-educating, socially these offenders, and of educating the public about them. The offender has to gain self-respect, self-confidence and self-reliance; members of the public a knowledge that they too often are accountable for crime in their neighbourhood, and that they have a definite responsibility with regard to the re-establishment of those who have already broken the law.

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EX-PRISONER REHABILITATION IN CANADA

By WALTER LEMMON

From the middle of the nineteenth century to 1946, the activities and efforts of prisoners' aid societies in Canada have been one continuous struggle for recognition and funds to do a job which few people were willing to tackle. In the foreword to *The Canadian Prison*, Mr. Alex Edmison, one of Canada's foremost men in this field, refers to the history of the Canadian effort as the "Failure of a Mission". He says, "Frustration and discouragement rear up constantly in this chronicle, and political apathy and executive inefficiency crowd its pages". However, despite opposition, frustrations and discouragement, a solid foundation was laid and the few stalwarts who carried on can look with pride at the prisoners' aid societies from coast to coast and know that they are here to stay.

Government Recommendations

While looking backward, one should not overlook the effect of the publication and partial implementation of the Archambault Report. Although the Commission's four recommendations regarding after-prison

care have not been followed, the Government recognized the value of after-prison care and has made a substantial contribution toward the growth of prisoners' aid societies.

Prisoners' Aid Societies in Canada

Today a man being released from prison can find a prisoner's aid society in every province and in almost all large cities of the Dominion. These societies or groups have different names or affiliations and differ somewhat in the types of service offered but all have the common aim. The John Howard Society is active in seven of the ten provinces. The Salvation Army Welfare Service provides assistance for ex-prisoners in all provinces. In Manitoba, the Prisoners' Aid Branch of The Welfare Association carries out an active program. In bilingual Montreal, one will find the John Howard Society working side by side with the Catholic Rehabilitation Service and the *Société d'Orientation et de Réhabilitation Sociale*. Quebec City has its *Service de Réadaptation Sociale Inc.* The Elizabeth Fry Associations are giving

Walter Lemmon is Executive Secretary of the John Howard Society of Alberta. He was born in England but came to Canada when he was three. Not long after this—or as soon as he could—he became a Boy Scout and liked it so much he stayed with it for 33 years. For several years he was an instructor in the Boy Scout Leader training courses, and then became honorary field secretary for Northern Ontario. From 1942 to 1946 he served as petty officer with the RCNVR, and then attended the University of Toronto, receiving his diploma in social work in 1948.

service to women prisoners in Ontario and British Columbia.

Work of the Societies

Most, if not all, of these groups visit the prisons and interview prisoners prior to release. Plans for the future are discussed and steps are taken to be sure the men will have a sympathetic friend on the outside waiting to assist them upon release. Some groups see the men (or women) several times while in custody and use this time to get to know them, to prepare social histories, and to lay long-term plans aimed at complete rehabilitation.

These interviews often bring to light personal maladjustment, emotional problems or other conditions which must be corrected before the prisoner's anti-social behaviour can be permanently changed. Marital or business problems are uncovered and in many cases solved before the prisoner is released. In many cases, casework treatment can be started in the prison so that the man has a much better chance to succeed upon release.

Material Needs

The need for food, shelter and clothing makes itself felt almost immediately upon release and the societies have spent thousands of dollars in the past to ensure that released men have adequate clothing, food and shelter until they can secure employment and earn wages to sustain themselves.

Employment

Employment placement plays an important part in the programs of these agencies. Economic independence is important to all men but in many cases steady employment means much more to the ex-prisoner. It is not difficult to understand that many

prisoners, especially first offenders, experience the feeling of not being wanted. Society has demonstrated that it is out of patience with their behaviour and they are not wanted as they are. With this in mind, the after-prison care societies are doing their utmost to help these men to regain the respect of their neighbours, employers and of themselves. A place in industry as a trusted workman has a psychological effect on rehabilitation which is just as important as the financial benefits which accrue from working.

Other Services

Other services which are offered the ex-prisoner include assistance in securing vocational training and, later on, tools to go to work, and transportation to jobs or to homes which are distant from the place of incarceration.

These services all contribute toward assisting the ex-prisoner to satisfy his physical needs. Other services which are being developed are aimed at assisting the men psychologically. To accomplish this, more trained social workers are being added to staffs. Long-term casework aimed at discovering and treating the cause of delinquency is resulting in longer contacts between client and worker and a more complete rehabilitative job. With this type of service where the agency "helps the man to help himself" it has been found that less money is expended on relief and more accurate records of successfully rehabilitated cases are accumulating. Active cases of six months to two years, resulting in successful rehabilitation, are the best answer to the public question regarding the successes of the prisoners' aid societies.

Supervision of Parolees

Another service which is growing and which should expand in the next few years is the provision of supervision and guidance for men released under license of Ticket of Leave. In co-operation with the Remission Service of the Department of Justice some societies are having very satisfactory results with men released under restraint. Although the societies have no authority to return the man to prison should he fail to co-operate, results today would indicate that a period of six months or more under restraint is most beneficial to the man.

Failures under this system have been few and should remain at a minimum provided the societies get to know the men while still in custody, prepare social histories, and provide adequate supervision after release. An example of one case of this type will demonstrate the possibilities of expanding the use of the Ticket of Leave for release of prisoners to after-care societies.

The Case of B.W.M.

B.W.M. is a young man who, like so many others, found it difficult to settle down after discharge from the Armed Forces. He was 27 years of age when first contacted by the society. He was serving a five-year sentence for robbery with violence. He was one of several children whose father had died while they were still at school. His mother went to work to keep her family together and an older sister did the housework after school. Bill ran with the usual gang but did not get into trouble. At age 16 he left school, having completed Grade X, and secured a job as a plasterer's helper. After his eighteenth

birthday, he joined the Royal Canadian Army Service Corps and was a driver all through the war.

After demobilization he found that he was discontented. He worked at several jobs, on boats, farms, in a paper mill and again as a plasterer's helper. None of this work was interesting and he lacked training for anything else. He wandered all across Canada and did not keep in contact with his family. Finally, being out of work and broke, he and a companion decided to secure funds "the easy way". They were caught and sentenced to the penitentiary. His shame prevented his getting in touch with his family and it was not until he contacted the social worker that he decided to write home and also to make some use of his time while in prison.

This was his first offence and he had been a good prisoner and when he applied for a vocational training course he was accepted. His progress was satisfactory and when his course was over, he applied for clemency. The Remission Services contacted the agency. The institutional interviews had provided the agency with information upon which it was decided that the lad would co-operate and that his prospects for rehabilitation were average.

Upon release, he had one year to serve under license of a Ticket of Leave. A regular schedule of interviews was arranged and carried out. Bill stayed on his first job about three months and then wanted a change. However, he accepted the advice of his caseworker and stayed on the job until a more suitable one could be found. He corresponded regularly with his family and eventually was placed on a job near where

a married sister lived. He went to live with this sister and has remained on the job for the last 18 months. He has a bank account, contributes to the maintenance of his mother and has received a promotion at the factory.

Who Seeks and Gets Aid?

There are many young men such as Bill who seek the services of the prisoners' aid societies and, although no accurate figures are available for the whole country, it is known that in some provinces 70 per cent of discharged men contact these societies. This figure is undoubtedly higher than the national average but from what little is known it seems safe to assume that 50 per cent of released prisoners seek the assistance of prisoners' aid societies.

While considering this question some thought should be given to the habitual wanderers who pass in and out of provincial and county jails. These men do not have permanent residences and seek aid wherever they find themselves. Some prisoners' aid societies confine their services to residents of their particular area and refuse to assist the transient unless they have been referred by jail authorities or other agencies. Other groups, particularly the Salvation Army, will give limited aid to the transient.

Another type of client who must be considered is the one who has received assistance and has been returned to custody because of further crime. These men, along with those who have delayed in contacting a society upon release, are usually accepted for further services provided the worker feels there is still some chance of rehabilitation.

Problems of Staff and Money

With possibly 50 per cent of ex-prisoners seeking the services of prisoners' aid societies, the Canadian public should be made aware of the fact that the majority of agencies are understaffed and inadequately financed. This is especially true of those agencies which specialize in casework aimed at rehabilitation and the reduction of recidivism. Trained staff is scarce and difficult to secure in competition with all other social welfare organizations.

Problems of Coordination

Canada's size and peculiar penal system, wherein men are transported long distances from their homes to prisons, make the problem of co-ordinating the services of the prisoners' aid societies a considerable one. Referrals are made between John Howard Societies in different parts of the country but there seems to be but little attempt to refer clients from other agencies. This results in an agency expending considerable time and money on a client who later moves before it can be said he is rehabilitated. The agency loses contact with him and in many cases the expenditure is wasted.

There is a great need for an overall national coordinating body which would encourage agencies to co-operate with one another, and collect and distribute data regarding policy, methods of work, and statistics. If this material was available, all agencies would be in a better position to evaluate their own programs and to present much more accurate pictures of the successes of prisoner rehabilitation work.

THE CASE FOR PROBATION

"... without which it cannot be altogether just."

By DANIEL COUGHLAN

"THE way in which a nation treats its crime is one of the tests of its civilization. The simple, primitive method is to take as the starting point a crime which has been committed, and to limit social action to catching the criminal and to penalizing him. This is done according to a standardized tariff which 'makes the punishment fit the crime.'

The method adopted by an advanced community is different and less simple. It aims at finding the general and particular causes of crime and dealing with them. When, nevertheless, crimes are committed, the treatment of an offender is directed more to obviating his committing a second offence than to his merely paying retribution for the first.

In cases where punishment is inevitable, the penalty should be devised so as to fit the character of the criminal not less than the character of the crime. How far these methods can safely be carried, and in what form they can be most successful, is the subject matter of the science of Penology.

One point is generally agreed: when a case is tried the court should be informed, not only of the facts with regard to the crime itself, but also of the facts with regard to the character and circumstances of the offender. Further, when the trial is over and sentence has been passed, it should not be thought that the matter is finished so far as the community is concerned. It is essential that efforts should be made to give the offender training and care, guidance and help. These are becoming recognized, in this department of the social life of the modern world, as the right principles of law and practice."¹

Penology in Canada

When considered in the light of the above principles Canada's penal system is not so progressive as we would wish it to be. To the best of the writer's knowledge a thorough course in penology is not available in any Canadian University. Some attempt is being made in the various Schools of Social Work throughout the country to supply elementary courses in this subject. As yet none

¹ "Ethics of Penal Action", William Temple: Pages 7 & 8 of the Foreword by Lord Samuel.

Daniel Coughlan, Director of Probation Services in the Ontario Department of the Attorney General, is English by birth and Canadian by choice. He spent most of his teens on ships, and after taking his third mate's ticket deep sea, "swallowed the hook", returned to Canada and studied for the Anglican ministry. He was ordained, served the church for three years, and then rejoined the navy. He was discharged as a lieutenant after five years of combatant service, and then studied social work. He went to Guelph in 1946 as probation officer for the newly-formed Wellington County Family Court and later became deputy judge of the Court. His present post was created in January 1952, and he was invited to be the first incumbent.

of the Canadian Universities has a faculty or department devoted to criminal research or criminal science, such as we find in other countries.

There is no body of Canadian literature on this subject: brief discussions of some aspects of penology are to be found in scattered articles in various periodicals and magazines. Several Royal Commissions have been held to investigate the penal system in Canada and their findings have been published, notably the Royal Commission in 1938 and the Saskatchewan Commission in 1946. The November 1949 number of *The Canadian Bar Review* deals entirely with the subject of Penal Reform. In other words there has been no concerted or organized effort on the Canadian scene to "find the general and particular causes of crime and to deal with them."²

Treatment in Canada

For the purposes of brevity and clarity the offender and his treatment will be considered in four categories: conviction, probation, prison, and parole. Much has been done and is being done in our penal institutions both federal and provincial to achieve the rehabilitation of the offender. The Federal Government has instituted a new era in the treatment of inmates of penitentiaries with the implementation of the recommendations of the 'Archambault Report' under the able guidance of the Commissioner of Penitentiaries, General Gibson.

Most of the Provinces have modern facilities for dealing with the juvenile delinquent who is in need of a period of training; some of the Provinces have borstal or borstal-type institutions for the treatment of the

² As above—a "requote".

adolescent offender; and the treatment for the adult offender in Provincial reformatories is slowly but surely improving.

Parole and prison 'after-care' systems are receiving more and more stress and in this connection the outstanding contributions of the John Howard Society and the Canadian Penal Association cannot be overlooked. More recently branches of the Elizabeth Fry Society have appeared on the Canadian scene.

Increase in Committals

Why, then, if all this progress has been taking place, has the number of committals to various penal institutions throughout the country shown an almost *unbroken increase* in the past decade? This increase, moreover, is out of all proportion to the general increase in population. (In Ontario in 1942, one out of every 191 of the population was sentenced to prison, by 1951 this ratio had increased to 1 out of every 113 of the population sentenced to prison.)

If urbanization and industrialization are advanced as contributory causes, the sobering thought arises that both of these conditions are as yet in their infancy in Canada. It is apparent that if we wish to reduce our prison population and our incidence of crime the improvements already undertaken are not sufficient. We must look further afield for a solution.

Value of Probation

Strangely enough one of the main solutions for the reduction of an excessive and increasing prison population is so close to home, so obvious, as to be almost ironical in its implications. We appear to have dropped a mental blanket over the facility of



Drafting room, new Vocational Centre
at Dorchester Penitentiary, N.B.

Dept. of Justice Photo

probation, almost totally ignoring it, and to have dealt with the offender in terms of the other three categories only—conviction, prison and parole.

There are fewer than 50 full-time probation officers in Canada to deal with adult offenders, to serve a population of over 14,000,000! An adequate number of probation officers to deal with adult offenders on the Canadian scene, based upon experience in other countries, would appear to be in the neighbourhood of 650 to 700. Yet this is the very area which offers the best prognosis for the rehabilitation of the offender as a useful member of society, and statistics from experience in probation in other countries as well as from minor experiments in our own country prove this to be so.

In England it is considered, on a statistical basis, that from 75 to 80 per cent of first offenders placed on probation are rehabilitated and do not offend again. This figure agrees with similar statistics given by several of the States to the south of us. It is further supported by the figures available in *Probation and Related Measures*, a publication of the United Nations, which made a world-wide survey of probation. It was found that, in countries where there are probation systems with trained and qualified personnel, from 70 to 80

per cent of first offenders dealt with on probation are rehabilitated and do not offend again.

Toronto Experiment

More recently an experiment was undertaken in Toronto where there are 10 probation officers to serve a population of some 650,000. From the probation files all the cases dealing with men between the ages of 16 and 25 years who were placed on probation for a first offence in 1946 were selected. One hundred of these cases were then chosen at random and an effort was made to trace these hundred men as of January 1953. It was possible to get in contact with only 35 of these men, the remainder having changed their residence without leaving a forwarding address. These 35 were gainfully employed and stated that they had been in no further trouble with the law.

The names of the entire one hundred with the details of their offence were then forwarded to the Criminal Identification Bureau of the Royal Canadian Mounted Police at Ottawa. Eighty-four had no further record after their release from probation (all were released from probation by September of 1947.) Of the 16 who had a further record 8 had only one further conviction and 3 of these 8 received a further term of probation;

6 had *two* further convictions; 1 had *four* further convictions; and 1 had *five* further convictions. Only 2 of the one hundred had been sent to penitentiary.

It is interesting to note that all of the 35 who were interviewed were among the 84 with no further record and this verifies their own statements. Allowing for those of the one hundred who may have left the country and for other margins of error the result is still an encouraging one.³

Committals in Canada

It is felt that this wide and seemingly inexplicable gap (lack of probation facilities) in our penal system accounts mainly for the startling difference in the number of committals to prison in Canada in 1950 and the number of such committals in England and Wales in the same year:⁴

	England and Wales	Canada
Population	41,657,000	14,000,000
Convictions	688,650	1,215,376
Prison	34,825	98,602
Probation	33,929	3,631

When considering these figures it must be borne in mind that some offences which carry a prison sentence in Canada are dealt with in England through the medium of a fine; that when a fine is imposed in England it may be paid over a period of time; and that some actions which constitute an offence in Canada do not constitute an offence in England. On the other hand we have no slums in Canada that can compare with the slums in the cities of England which undoubtedly foster the conditions

³ This survey was conducted by Frederick Caunt, Deputy-Chief Probation Officer for the City of Toronto.

⁴ The writer is not prepared to admit the only other obvious conclusion that Canadians are ten times more criminally minded than the people of England and Wales.

that lead to crime. It must also be remembered that the probation system of England was introduced in 1907 and the advantages accruing to it have made their effect felt over 43 years (about 75 per cent rehabilitation); whereas in Canada with practically no probation facilities we have had approximately 70 per cent recidivism among those sent to prison over much of the same period (1907-1950). This means that there has been a residue of recidivism carried over from year to year.

Progress in Britain

It is interesting to note that much of the progress in more humane legislation in England came about as the result of probation demonstrating its usefulness and through the proper pressures applied by the National Probation Association in that country over the past forty years. Let Lord Samuel state the case for probation:

This (probation), together with the working of a penal law more intelligent and more humane, has brought about very striking consequences. In the thirty years (1907 when the Probation of Offenders Act was passed and 1937 when this address was given), while there has been a great increase in population, the number of committals to prison has been reduced from more than 180,000 (in 1907 there were 185,000), to less than 60,000, a reduction of two-thirds, and more than half the prisons have been closed as no longer needed. The saving of cost has been very great. Far more important has been the saving of souls.⁵

Had Lord Samuel been speaking in 1950 he would have been able to state a further reduction of one-half in the number of people committed to prison in England and Wales—34,825!

⁵ "Probation and other Social Work of the Courts", Under-Secretary of State, S. W. Harris: Page 8 of the Chairman's Introductory Address by the Right Honourable Viscount Samuel, P.C., G.C.B., G.B.E., D.C.L.

A reduction from 185,000 people committed to prison in 1907 to 34,825 so committed in 1950 in spite of a vastly increased population!

Short Terms

Over half the people committed to prison in Canada in 1950 were sentenced to 90 days or less. It is at this juncture that the tragedy of our situation becomes apparent. Surely it cannot be argued that if these people were left at large under supervision (probation) they would constitute a danger to the public. If they were a menace to the public weal it is reasonable to suppose that they would be sentenced to a much longer term than 90 days. Our Canadian figures show that approximately 70 per cent of the people committed to prisons are recidivists. There seems to be no reason why at least 70 per cent of those who could be placed on probation, if the facilities existed, should not be permanently reclaimed as useful citizens.

When the probable benefits of a 90-day prison-sentence are compared with the undoubted harmful effects of that sentence the case for probation becomes well-nigh conclusive. The three classic considerations in imposing a prison sentence are punitive, preventive, and reformatory. Is a person reformed by a 90-day term? Obviously the answer is no, and this fact is recognized by the system itself in that no such effort is undertaken with those serving a 90-day term.

Is a person prevented or deterred by a 90-day term? This is open to question. The writer feels that a person who *could* be deterred by a 90-day term has already been deterred by conviction in an open court and the attendant publicity. Further, the Canadian rate of recidivism for

those who have undergone a 90-day sentence together with a steady increase in the over-all numbers committed to prison would seem to suggest a negative answer to this question.

Thus, uncomfortable as it may be to admit it, a 90-day sentence must be thought of mainly in punitive terms and, whether we like it or not, we are back at the turn of the century in this respect. So much for the dubious positive side of the question.

Effects of Imprisonment

Now let us look at the negative side and consider these harmful effects:

The loss of a job and the ensuing difficulty of obtaining another because of a prison record, although,



INTERNATIONAL REVIEW OF CRIMINAL POLICY

A new journal of applied criminological science prepared by the United Nations Department of Social Affairs. Technical information on methods used in crime prevention and the treatment of offenders. No. 2, July, 1952. \$2.00.

COMPARATIVE SURVEY ON JUVENILE DELINQUENCY

This study consists of five regional reports dealing with Asia and the Far East, Europe, Latin America, the Middle East and North America. Part I, North America. \$1.00.

THE RYERSON PRESS
TORONTO

in theory, when released the offender is supposed to have paid his debt in full to society.

The necessity quite often of supporting the prisoner's family at public welfare level while he serves his 90 days.

The burden of debt which awaits the prisoner with a family upon his release.

The stigma which falls upon the children of the prisoner.

The bad associations, even in the best of prisons, which are in part, no doubt, responsible for a good deal of recidivism.

The cost of the actual incarceration of the prisoner.

The severance of family and domestic ties.

The loss of the prisoner's pride, the most far-reaching result in terms of eventual rehabilitation.

The loss of the prisoner's earning capacity to the field of labour.

The enforced idleness of the prisoner.

Practically all of the magistrates and judges with whom the writer has been privileged to discuss the subject (over 100) have declared themselves whole-heartedly in favour of an efficient probation system. They feel that suspended sentence without supervision is often a burden to the administration of justice, whereas suspended sentence with supervision (probation) could be a great boon to the administration of justice.

The Pre-Sentence Report

In addition to the supervision of the convicted person there is another facet to probation which is of fundamental importance. This is the medium of the *pre-sentence* report. We recall Lord Samuel's quotation at the beginning of this article, ". . . the treatment of an offender is

directed more to obviating his committing a second offence than to his merely paying retribution for the first. In cases where punishment is inevitable, the penalty should be devised so as to fit the character of the criminal not less than the character of the crime. One point is generally agreed: when a case is tried the Court should be informed, not only of the facts with regard to the crime itself, but also of the facts with regard to the character and circumstances of the offender."

How can this possibly be achieved unless the presiding judge is supplied with data which enables him to assess the character of the criminal? What sort of father is the convicted person? What sort of husband is he? What sort of workman is he? Is he a useful member of his community? In short, what sort of person is he and what are his circumstances? Without the answers to these questions the judge must sentence in a vacuum as far as the prisoner is concerned; he is forced, no matter how distasteful it may be to him, to 'make the punishment fit the crime.' Hence we arrive back at a very primitive concept of the whole matter.

Let us remind ourselves at this juncture that the vast majority of those who sit in official judgement upon their fellow-men in Canada are without these facilities at the present time. True, the Court record (if any) of the offender is supplied but this at its best is a very bare criterion by which to estimate the total character of the prisoner and gives the court no information whatever as to his circumstances. In some areas the presiding judge remands the case after conviction while he himself makes what enquiries he can. Unfortunately

many judges have not the time for this procedure, nor have they the proper facilities for it by virtue of their position, nor is it proper that they should have the responsibility of this task.

Because of the lack of these pre-sentence reporting facilities some people go to reformatory who would otherwise go to penitentiary, and in reformatory they become, quite often, a source of trouble and unrest; conversely, some people go to penitentiary who would otherwise go to reformatory; and finally, *many people are committed to prison who would otherwise be placed upon suspended sentence* when the supervisory facet of probation would come into play.

Views of Eminent Authorities

The Archambault Report in 1938 recommended the formation of probation services for all our courts in the strongest possible terms. In 1937 the Lord Chancellor of England, the Right Honourable Viscount Sankey said, ". . . the best way of preventing young offenders from drifting into a career of crime lay in an efficient system of Probation."⁶ In 1937 the Lord Archbishop of Canterbury, William Temple, said:

For this reason also it is true that though retribution is the most fundamental element in penal action, and deterrence for practical reasons the most indispensable, yet the Reformative element is not only the most valuable in the sympathy which it exhibits and in the effects which it produces, but is also that which alone confers upon the other two the full quality of Justice. It is here that the whole system of Probation fits into the scheme; and so far as the argument of this lecture has a moral, it is a plea that

⁶ "Ethics of Penal Action", William Temple: Page 12 of the Chairman's Introductory Address by the Lord Chancellor of England, The Right Honourable Viscount Sankey, P.C., G.B.E., D.C.L., LL.D.

the work of Probation Officers and the whole aspect of judicial procedure with which the name of Sir William Clarke Hall is so conspicuously associated, should not be regarded as a dispensable though admirable adjunct to the administration of Justice, but as an essential part of it *without which it cannot be altogether just.*⁷

The Cost

In the light of these statements made by outstanding authorities and in the light of modern penal knowledge generally it is difficult to understand why we do not have a system or systems of probation in Canada to serve all of our courts. On a more mundane basis: it costs \$50 a year to keep a person on probation; it costs approximately \$1,500 a year to keep a person in penitentiary. The prognosis for eventual rehabilitation as a useful citizen through probation is *at least* 70 per cent but the prognosis for eventual rehabilitation as a useful citizen through incarceration is *at most* 40 per cent.

Summing Up

While any country has an increasing rate of convictions among its populace, an increasing rate of offenders committed to prison, and a high rate of recidivism in its criminal population, it is impossible to see how the public is getting the protection from its penal system to which it is entitled—the very purpose for which penal systems exist.

Of this we can be sure, that, until probation facilities are supplied to our courts in Canada, we shall continue to have an increasing rate of convictions, an increasing rate of offenders committed to prison, and a high rate of recidivism in our criminal population. Our experience and our statistics in Canada for the past two decades give ample proof of this.

⁷ "Ethics of Penal Action", William Temple.

PREVENTION AND TREATMENT IN NEW JERSEY

By SANFORD BATES

ON behalf of the State of New Jersey and its Department of Institutions and Agencies, I am glad to contribute this little statement to your special issue.

We in the states have long admired the consistently high character of Canadian penal institutions. While we perhaps have been slightly more amenable to some modern suggestions, we are not the ones to say in what direction progress lies. Generally, of course, we believe that punishment must be individualized, that you can make men suffer and possibly penitent in large masses, but you can only understand them and put them on the road to restoration in their communities through individual study of their antecedents, their capabilities and their possibilities.

Classification

New Jersey was one of the pioneers in the adoption of the classification system as a vehicle to be used towards the individualization of the punishment. We could not, of course, build separate institutions for the many classes of individuals—young, old, sick, well, smart and dull, so we devised a method whereby each individual would be "classified" on the basis of his needs and then we would attempt to bring the best influences in the institutions to bear upon him at the point and in the manner indic-

ated in his individual plan. So that while many individuals might be present in an institution and live in congregate fashion, each one has had the individual attention of the staff and is working on his own individual prescription.

A classification system requires a classification committee to operate, each member bringing to bear his or her own knowledge on the case of an individual in the matter of type of custody, work, study, health, mental treatment, and so forth. Thus does the combined knowledge and skill of all the staff direct itself in turn to each individual.

Institutions

New Jersey has classification committees in each of its nine institutions and these institutions are roughly classified as follows:

The State home for young boys and the State home for young girls; an open reformatory at Annandale; an open reformatory for women at Clinton; a medium custody reformatory at Bordentown; the State Prison at Trenton; a State prison farm at Rahway, with a somewhat relaxed discipline, and a minimum custody camp for prisoners at Leesburg. This, with the recently established experimental institution for group therapy at "High Fields", constitutes our institutional setup.

Sanford Bates, since 1945 commissioner of the New Jersey Department of Institutions and Agencies, began his work in the correctional field as early as 1918 when he became commissioner of Boston's penal institutions. A mere list of his offices in social welfare, penal and law enforcement organizations covers two closely typed pages—suffice it to say here that he has been Director of the U.S. Bureau of Prisons, Parole Commissioner of New York State, was appointed in 1951 to the UN Commission on Crime Prevention, and is one of the foremost living authorities on penal matters.

New Ventures

I think your readers would like to hear just a word about some of the new ventures that have been undertaken here and which have received much attention from visitors.

1. First there is the Diagnostic Center at Menlo Park, a \$1,500,000 institution with an annual payroll of about \$250,000. This has been set up to give complete medical, psychiatric, sociological and psychological study of each individual. Courts may refer any person to the Center, as may the institutions and the Parole Board. Most of the residents, to the number of 60, are now referred from juvenile court, but under a special sex offender law all sex offenders guilty of the most atrocious type of sex crimes must be sent to the Diagnostic Center. It has no power of assignment, but its recommendations to the courts are very generally accepted.

2. The Child Treatment Center at Allaire with 60 beds has been set up for the specific type of nervously maladjusted child who may be headed for delinquency, who is not feeble-minded or insane, but who needs careful psychiatric guidance at an early age.

3. An addition to our five schools for the feeble-minded which ever since the days of Goddard and Johnstone have commanded the admiration of the country, we have recently set up a nursery for the badly afflicted type of retarded children at the North Jersey Training School. Originally planned for 100, a new nursery building accommodating 300 beds has just been opened. This will give space for more of the most heartrending of all our cases, and it is safe to say we have prevented many a parental breakdown, many

acts of delinquency and much grief and heartache by setting up and expanding this unique institution.

4. It became apparent that with many boys the long stretch of time in the boys' schools or the reformatory was useless and that there were certain types that could be helped with a more intensive but shorter period of treatment. In order to accomplish this we called into play, with the help of Lloyd W. McCorkle, who experimented with this technique in the Army, what we call "Group Interaction Therapy." Under skillful leadership young delinquents talk out their own problems, prescribe their own remedies, and the success of this little unit as compared to the more orthodox type of treatment has been perfectly astonishing. Anyone particularly interested in the details of this venture may apply for the reports that have been issued descriptive of the method.

5. Recent statutes in New Jersey absolutely forbid the presence of any juvenile under 16 in a jail or in any building used in part for a jail. This has resulted in the setting up throughout the State of special detention homes for juveniles, and in some cases the joint use of detention homes in the sparsely settled counties.

6. A division known as the Division of Community Services has been established whose duty it is to co-operate with communities, small and large, in the prevention of delinquency, using the vast store of knowledge accumulated in our institutions, and referring the problems of prevention back to the communities where characters are formed.

7. For many years New Jersey, in connection with its State mental

hospitals, has maintained a series of community clinics where during the course of a year several thousand children, potential mental cases, or possibly pre-delinquents, are treated on an out-patient basis. Recently, with the help of federal money, several local clinics have been undertaken, and effective preventive work carried on.

8. For a long period this department maintained an institution known as the Village for Epileptics. We gradually realized that epilepsy was but a symptom of a more serious mental condition and sometimes merely an accompaniment of a mental defect or disorder. As of April 1, 1953, therefore, this institution has become the New Jersey Neuro-Psychiatric Institute, where unusual types of cases, child psychotics, cerebral palsy cases, confirmed drug addicts, alcoholics and others needing neurologic or psychiatric treatment may be given special consideration. While this only indirectly relates itself to the correctional system of the State, it becomes an important part of our whole correctional remedial system in which psychiatry and the other disciplines must play such a prominent part.

A Comprehensive System

These newer activities, coupled with the old institutions, which include the schools for the feeble-minded above mentioned, the mental hospitals, the State sanatorium for the tuberculous, are all operated under one inclusive system presided over by an unpaid Board of Control. This permits an integrated program and I am sure is one of the reasons why national figures show that over the years crime, prison commitments and juvenile delinquency have been comparatively lower in New Jersey.

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FACTS ABOUT CRIME FIGURES

By RUTH HARVEY



STATISTICS have achieved previously unmatched importance in Canada during the last ten years in shaping public opinion and guiding government policies by presenting a basis for predicting trends and giving direction to investigations. Hardly a day goes by that one does not hear facts and figures over the radio based on those compiled by the Dominion Bureau of Statistics.

There is general interest on the part of the public in knowing the kind of persons who make up the criminal population in Canada and what becomes of them. Governments, schools of social work, national organizations and local welfare agencies are exploring the causes of delinquency and crime, and appraising the measures for prevention and cure. Funds are being supplied every day for the prevention and control of crime, and the citizens out of whose pocket they come want to be reassured that their money, be it voluntary donations or taxes, is well spent.

Criminal statistics are needed by those in legal pursuits and those in other social fields to back an intelligent approach to the solution of problems of criminology, for only through measuring the extent and

frequency of certain types of occurrences are we able to learn enough about them to suggest reasonable reforms. However, only to the degree that they are complete and accurate will they be used with confidence.

Sources of Statistics

Criminologists generally agree that the number of offences known to the police is the closest indication of the volume and nature of crime in any country. There is, however, an element of vagueness in such statistics, nor are they always available in the detail necessary for research purposes, so that an indication of the number and nature of offences committed in Canada must be obtained elsewhere.

The Courts are the more satisfactory source of information as they establish the legal reality of an offence and are able to show in detail the measures taken by society in dealing with offenders; moreover court statistics from every region in Canada are comparable because the Criminal Code upon which court activity is based is applicable to all regions. It is on this source that the Dominion Bureau of Statistics depends for its criminal and delinquency statistics.

Ruth Harvey is chief of the Judicial Section of the Dominion Bureau of Statistics. She came to this post by an unusual and fascinating route. She started out in the field of physical education, left this to study and practise social work for a number of years, became social welfare consultant to the Dependents' Allowance Board, 1941 to 1946 (got an MBE somewhere along the way), and then wound up at DBS.

What Statistics Tell

Criminal statistics seek to combine five factors: (1) the place of the crime, (2) the nature of the offence, (3) the disposition of the offence by the court, (4) the method of disposal by the court (by jury, by speedy trial, etc.) and (5) the characteristics of the criminal (age, sex, education, marital status, etc.). The reporting of the first four factors can be assumed to be correct since they are based on court records. The fifth factor, the characteristics of the criminal, presents the possibility of error.

Accuracy of Figures

Accurate statistics depend on the care with which each stage in the collecting process is undertaken. For criminal statistics there is the policeman, the probation officer or the magistrate who puts the questions to the accused and records the answers; there is the suspect who is in no mood to give satisfactory replies; there is the court clerk who records the outcome of the court hearing; there is the Government clerk who codes the information that is submitted and another who punches the information on a card ready for the tabulation machine, and there is the printer and proof reader, all of whom, except the tabulating machine, are human beings open to making some mistakes. However there is this element of error in the gathering of any statistics, but the overall picture is still of value in emphasizing problems and determining social action.

Work of Dominion Bureau of Statistics

The Dominion Bureau of Statistics acts as a central agency to collect, compile, analyse and publish information on juvenile delinquents, criminal

and other offenders. The Statistics Act, Chapter 45, Statutes of Canada 1948, is the authority under which this collection is made possible.

To ensure uniformity in reporting, standard forms are issued by the Bureau to the officials of all courts (Supreme Court Registrars, clerks of the peace, clerks of the county and district courts, police and stipendiary magistrates, judges or clerks of the family and juvenile courts) either directly or through the appropriate provincial department. The response from these officials in 156 judicial districts is excellent and would compare favourably with any attempt to collect data on any subject anywhere. For instance for 1952 out of approximately 1,500 returns only 50 reports were outstanding at the end of May and most of them would eventually be submitted.

Ensuring Usefulness

The Bureau constantly reviews and evaluates the method of collecting and compiling statistics, and the importance of the data. Following consultation with those most closely concerned (probation officers, magistrates, judges and welfare workers) changes have been made to improve the statistics in this field. Daily correspondence corrects errors and points out omissions. Periodic visits are made to the various courts to see how records are kept and to receive suggestions for improving and simplifying the method of reporting. At longer intervals, Dominion-Provincial conferences are held so that the Bureau may have the advice of the Departments of Attorneys General and the Departments of Social Welfare across the country.

It takes a long time for the effects of changes to show. The elimination

of data that had no statistical significance and the addition of certain information that could be recorded accurately and is socially valuable were the beginning of improvements that have been established in the last five years. The tabulation of the material by machine rather than by hand has done away with the chance of error in this process and has made cross classifications possible that were not feasible before.

The two most important innovations are, first, in 1951 changing the reporting year to the calendar year and second, in 1949 basing the statistics of adult offenders on the person rather than on convictions. Both these changes make the statistics more generally understood and make them comparable with provincial and international statistics in many instances. Nevertheless, there are still differences between the federal and provincial statistics to be taken into account. For instance, boys and girls of sixteen and seventeen years of age are tabulated as adults in the reports of the Bureau in accordance with the Juvenile Delinquents Act which defines a child as a boy or girl under sixteen years of age. However, in Newfoundland children of sixteen years are considered as juveniles, in British Columbia, Manitoba and Quebec those of seventeen years, while in Alberta boys of fifteen and girls of seventeen come before the Juvenile Courts.

The biggest difficulty in publishing timely reports is the matter of obtaining prompt returns from the courts. It takes from five to six months to accomplish this. The coding and punching of this information is kept up to date as returns come in

but no tabulation can be started until the last submission is received.

Different courts have varying methods of completing the report forms. One of the biggest courts in the country submits its final report two weeks after the close of the year, for the work is done day by day. In other courts, not as large nor as well organized, the preparation of the report is an annual affair, done as over-time work and stretching into many weeks and months. If these returns were received within three months of the close of the year, the Bureau's printed report could be issued within the 12 months following the reporting period.

Figures and Trends

Annual variations are an insufficient basis for any general conclusions as to the increase or decrease of crime. In order to establish trends it is necessary to review figures covering a considerable number of years. The Bureau of Statistics has printed annual reports since the year 1876 for convictions of offences committed by adults and from 1922 for juvenile delinquents.

The following table shows the number of convictions and the ratio to population for the period 1942 to 1951. The population of adults is based on estimated total population for the respective years.

In this ten year period the number of the more serious crimes has not changed to any marked degree though there has been a slight decline in the last five years. On the other hand there has been a sharp increase in non-indictable offences due chiefly to the rise in traffic offences following the lifting of war time restric-

tions. Since 1944 traffic offences have more than tripled in number.

INDICTABLE CRIME

Year	Number	Rate per 100,000 Population (All Ages)
1942	39,309	337
1943	41,752	353
1944	42,511	355
1945	41,965	346
1946	46,939	381
1947	44,056	350
1948	41,632	323
1949	41,661	307
1950	42,624	308
1951	40,289	288

NON-INDICTABLE OFFENCES

Year	Number	Rate per 100,000 Population (All Ages)
1942	581,364	4,989
1943	465,315	3,939
1944	430,727	3,597
1945	455,918	3,762
1946	659,672	5,360
1947	752,458	5,980
1948	876,645	6,805
1949	980,489	7,236
1950	1,183,991	8,552
1951	1,308,466	9,340

The overall picture of juvenile delinquency in Canada from 1942 to 1951 is an encouraging one though not such as to warrant complacency. There has been a steady decrease in the number of juvenile delinquents before the courts since 1943. Although the total figure showed an increase in 1950 and 1951 over 1949 the ratio to population of children from 7 to 15 years (inclusive) was not higher.

JUVENILE DELINQUENCIES

Year	Number	Rate per 100,000 Population (7 to 15 yrs. of Age)
1942	11,758	606
1943	10,296	535
1944	9,917	520
1945	8,909	473
1946	7,850	414
1947	7,545	392
1948	7,155	371
1949	6,198	311
1950	6,418	311
1951	6,644	310

Figures and Social Work

This phase of social work, which has been called social accounting, is not a spectacular one. The human interest stories are buried in hard cold figures. It is nevertheless a necessary and important part of the whole picture of the social welfare field. Its use is international, dominion wide, provincial and local, as illustrated by the users of the delinquency and criminal statistics reports, some of whom are the United Nations, the Federal Government departments such as the Departments of Justice, of Citizenship and Immigration and of State, Provincial Departments of the Attorneys General, of Correction and of Social Welfare, the courts, police departments, the universities, national organizations such as the Canadian Bar Association, insurance companies and the press.

It is recognized that there are limitations in the reported data; nevertheless it is true that these statistics published by the Bureau are sufficiently representative to present a fairly reliable picture of crime and delinquency in Canada which is of much value in a field so difficult to measure as that of criminology.

WHAT THE COUNCIL IS DOING . . .

It is perhaps appropriate in this special issue to lead off with comments on the Delinquency and Crime Division. Although the newest, and smallest in membership, it is one of the liveliest of the Council's divisions. It has a flair too for hitting the headlines in press and radio. While undoubtedly this is partly due to the "newsworthiness" of the topics, much credit for the division's contribution to public information should go to its able and active National Committee under the leadership of the Division Chairman, the Reverend D. B. Macdonald of Ottawa.

The Division's work for the revision of the Criminal Code, culminating last spring in its brief to the parliamentary committee, is well known to readers of *Canadian Welfare*. It plans to continue its studies and make representations to any official body which is appointed to examine contentious questions. Indeed, one of the features of the Annual Meeting was the Division's session on capital punishment which received special comment on CBC news round-up at that time. Two excellent presentations were made: "The Psychological Aspects of Punishment" by Dr. A. W. McLeod, Assistant Director of the Mental Hygiene Institute, Montreal, and "Should Capital Punishment be Retained as a Punishment under our Criminal Code?" by Ronald Grant-ham, Assistant Editor of the Ottawa Citizen. (The addresses are included in the Annual Report of the Division, available from the Council.)

The lively and enthusiastic discussion which followed the talks resulted in the adoption of a resolution

putting the Division on record as favouring the abolition of the death penalty. Further, it stressed that this should only be part of the long overdue revision of our Criminal Code and emphasized the need for a new approach in law, recognizing the personal, emotional and environmental problems which contribute to the offender's inability to conform. The resolution will probably be considered at the next meeting of the Board of Governors in October and is sure to cause provocative and interesting discussion.

The Division must cut its cost to suit the limited staff time available to it. However, it also plans, among other things, to continue its study of the policy and procedures of the Family Court and hopes to issue a report in another year. Its bulletin "Correctional Process" is published five times annually and keeps members informed on Division activities and offers material of general interest as well. Subscribers are welcome whether or not they are Division members, but we hope that more and more organizations and people will join the Division and work actively for better preventative and treatment services. In the pages of this very issue of *Canadian Welfare* can be found the best proof of the need for concerted action and of the success it can often achieve. • • •

Most sections of the Council regard the summer months as a time to take stock, clear up a log-jam of work and go on holidays—well-earned by volunteers and staff alike. Not so the Community Chests and Councils Division which has one of its busiest periods preparing material for the

October Red Feather Campaigns. A million pieces of publicity and promotional items for the use of local chests move across Canada at this time, exclusive of the material sent to several hundred national magazines, trade periodicals, TV, and radio stations. Quite a program! We hope that by now many of our readers will be immersed in helping their local campaigns to get going and will be thoroughly familiar with the CCC material.

The chests of Canada are fortunate in the strong Public Relations Committee of the Division. Under Leonard D. Headley, Managing Director of RCA Victor Co. Ltd., sub-committees with many members from the best advertising and publicity firms in the country are working on films, radio scripts and programs, displays and magazine promotion. The yearly Red Feather Theatre Trailer is now in production by the National Film Board, and preparations are being made for Canadian TV to play a part in the campaigns for the first time.

Looking further ahead, the CCC Division is planning a heavy program for the winter season. Notably, the Committees on Taxation and Philanthropy, Labour Participation in Welfare, and Corporation Giving will be very active. Special attention is to be paid to work with local councils, including the Division secretary's field trip to the Maritimes in October which will be mainly devoted to councils. The Division's mid-winter meeting, January 14-16, will feature volunteer leadership in social planning. The Planning Committee for the conference is hard at work under the chairmanship of Robert A. Willson of Hamilton, chairman of the Community Welfare Council of Ontario.

• • •

The Committee on Function and Organization announces with pride the imminent birth of its first child. A draft of its report is now in process of revision, following a September meeting of the Committee, and will shortly be available for study and comment by the divisions. The Committee met in June and July to consider the Annual Meeting presentations at the function and organization session and to push through its work. The section on finance has been held back for further study by a special sub-committee but divisions will be asked to report on the rest early in the new year. • • •

Another summer activity was the representation of the Council at the National Housing Conference called in Toronto by the Dominion Command of the Canadian Legion on June 26-27. Persons from fifteen of the twenty-two national organizations invited were present, together with representatives of political parties. Statements on housing were made by most of them, and it was generally agreed that the able presentation of the Council's statement by Dr. Albert Rose of Toronto was one of the highlights of the Conference.

The statement dealt mainly with public housing, referring to the Council's official policy as embodied in its pamphlet *A National Housing Policy for Canada*. It stressed the main reasons for slow progress in this field, i.e. lack of information about the needs and the legislative provisions to meet them, the divided authority in public housing projects (federal-provincial ownership but local management), and the burden of municipal costs in providing services to housing projects.

The outcome of the conference was the setting up of a continuing committee under the chairmanship of the Canadian Legion. It will review existing legislation and recommend changes to be considered at another conference and for presentation to the federal government at the next session of parliament. It will also plan a program to assist local communities in identifying housing needs and in attempting to solve their housing problems.

• • •

At the time of going to press our Executive Director has not yet returned from his two and a half months in Europe but we are looking forward eagerly to his arrival. We have been tantalized all summer by the attractive post cards which have poured in giving an alluring picture of beautiful towns, countryside and seashore. However, we don't wish to give the impression that Mr. Davis has been lotus eating—far from it.

His initial assignment was to attend a meeting in Brussels of the Executive Committee of the International Conference on Social Work which meets in Toronto, June 1954. He is one of the two Canadian representatives on it, the other being Mr. W. H. Dewar, Executive Director of the Toronto Community Chest and a member of our Board of Governors, who also went to Brussels. Mr. Davis has also improved the shining hour by study-

ing social services, particularly health services, in Great Britain and the Scandinavian countries. In fact he received a grant from the Canadian Social Science Research Council in aid of his work for a report on health insurance which he will make on his return to our own Health Services Committee. We gather that the trip has proved most rewarding, the only complaint being the usual one of not enough time to see and hear everything.

• • •

The prophets were right, and the divisions of Child and Family Welfare decided at the Annual Meeting to join forces on a permanent basis. The merger still has to be officially confirmed by the Board of Governors but there is no likelihood of a hitch. Indeed, the only note of disagreement, entirely good-tempered, was sounded over the name of the new division. The welkin rang with a lively discussion as to whether "child" should come first in the title for historical reasons (as the first division of the Council) and because it has the largest membership, or whether "family" should come first, the whole being greater than the part. The result? Family and Child Welfare Division tentatively for one year during which the membership will be polled on its views.

P.G.

UNICEF Greeting Cards

Five designs in colour by the English illustrators, Lewitt and Him, depicting games of children in countries that have been aided by the United Nations International Children's Emergency Fund. All profits will be devoted to Unicef work.

Box of 10 cards, 2 of each design, with or without greeting, \$1.00. Cards will be available for distribution about October 1. Order from:

United Nations Association, 340 McLeod Street, Ottawa 4.

BOOK REVIEWS



Prisoners Are People, by Kenyon J. Scudder. Doubleday & Co., Inc., Garden City, N.Y. (Toronto: Doubleday Publishers), 1952. 282 pp. Price \$3.50.

This is the true story of a remarkable institution in California where convicts are being rehabilitated without benefit of the traditional walls and gun-towers of the ordinary prison. Superintendent Scudder, who has been in charge of this California Institute for Men at Chino from its opening day, relates in interesting narrative form how his institution was planned and built, how he trained his staff and selected his first consignment of prisoners from the men serving sentences in the State Prison at San Quentin.

He tells of the family "picnic" visits from eleven until three o'clock each Sunday, of cells which are normally left unlocked, of the absence of dietary restrictions for inmates in disciplinary segregation, of the substitution of previously-announced inspections for the "shakedown" or search.

He describes the institutional war effort, which consisted partly of a record-breaking tonnage loaded and unloaded from freight cars by inmates working as far as a hundred miles from the institution, and partly of an equally impressive beef-slaughtering and canning program for the army.

It is obvious that the freedom from ordinary custodial restraint enables far greater industrial and training

activity than is normally found in a correctional institution. Forestry work camps for juvenile offenders on probation had been established in California as early as 1931. Mr. Scudder tells how, after an emergency call took 36 of his men from Chino to fight a fire for the state division of forestry, the program has been extended to the point where over a thousand men from San Quentin, Soledad and Chino are working at Forestry Camps in comparative freedom and are earning their way instead of being supported at public expense.

Although there are correctional institutions without walls elsewhere, the Chino enterprise fires the imagination because it was undertaken amid skepticism, opposing theories of penology and political interference in the appointment of staff.

Mr. Scudder's story reveals his own courage and vision, as well as the strength and support he received from his wife, Becky. It took determination on his part, and on the part of his associates, to organize an institution where inmates were to be trusted under minimum supervision, deciding for themselves whether to stay or to escape. In a ten-year period about three per cent did escape. Surprisingly enough, none attempted it while being transported the five hundred miles to Chino as ordinary bus passengers, even though no handcuffs or weapons were used.

In his foreword, and again in his final chapter, Mr. Scudder empha-

sizes the fact that the crime problem cannot be solved by locking up a few men in prison. He means the relative few, often small fry, who are sentenced to prison out of the total number who are responsible for the commission of crimes. He pursues this statement by drawing attention to the waste, the expense and the damage to human character involved in the close incarceration of a large proportion of those who are sentenced. He advocates greater use of probation without imprisonment and increased application of parole at the appropriate time when good adjustment has been made by the prisoner; finally he contends that the Chino project demonstrates the effectiveness of minimum custody for a considerable number of imprisoned persons. As he says, "there can be no regeneration except in freedom. Rehabilitation must come from within the individual and not through coercion".

All has not been smooth sailing at Chino. Mr. Scudder devotes a chapter to "Sex, Benzedrine and Liquor". His population has risen to fifteen hundred, despite his contention that six hundred to one thousand is the maximum for effective work in a minimum security institution. I would add that no institution should exceed these totals, if possible.

Canadians, on reading this book, will ask whether the principle can be applied here. Mr. Scudder's answer is: "The Chino programme . . . where men . . . are treated as people, . . . can be duplicated in every state of the union and in every country of the world".

R. E. MARCH.

*Deputy Commissioner of
Penitentiaries,
Ottawa.*

September 15, 1953

Crime and Correction: Selected Papers, by Sheldon Glueck. Addison-Wesley Press, Cambridge, 1952. 273 pp. Price \$3.50.

The eleven papers now collected in this volume had appeared over the last 25 years in such leading American Journals as the *Harvard Yale Review*, *Yale Law Journal*, *Mental Hygiene*, *American Review*, and *Vital Speeches of the Day*.

Dr. Glueck has provided a synopsis of the chapters in the "Introduction". The principles of crime causation are reviewed in the first chapter, with the writer stating that the major obstacles to the study of these are still with us. He believes that a great deal further remains to be done in exploring the causes of delinquency and criminality.

Broad outlines of the administration of criminal justice during the first part of the century are developed in the chapter that follows. While progress has been made Dr. Glueck remarks that it is not as general and marked as it should have been in a country of such resources and "know-how". Still lacking is any major break with traditional prejudices and ineffective practices in criminal law and penology.

In the discussion on "The Ministry of Justice" there is highlighted the need of a planning and coordinating organ in a State's department of criminal justice. The need arises from the conflicting aims of different members of the body correctional—where the right hand not only doesn't know what the left hand is doing but is sometimes raised against it.

"The Principles of a Rational Penal Code" describes a division of labour between the trial court and the proposed treatment tribunal. The

author repudiates piecemeal adjustments, which leave these basic principles untouched, as unable to produce satisfactory results. The emphasis should be on the offender, not the offence; on character-therapy institutions, not prisons; on experts in treatment of personality distortions and character illnesses, not traditional prison personnel.

The two articles which deal with the relation of psychiatry and the law abhor the little progress made, and look forward to the time when psychiatry, and sister disciplines, will no longer be luxury gadgets, but become handmaidens of the law and its administrators and deal with the problems of mental hygiene and therapy presented by the general run of delinquents and criminals.

Dr. Glueck expected that the chapter on peno-correctional treatment would be regarded as unduly critical and pessimistic by some readers. He saw little reason for handing out bouquets, even if he did give gentle pats on the back to agencies that had constantly pushed toward improvements of technique and personnel.

Turning to crime prevention, the writer reviews the chief characteristics of the offender. Since, by the time the offender falls into the hands of the law, he is in many respects the finished product of the failure and neglect of many of our cherished institutions, and since he generally returns to that milieu on release, and since the percentage of success in our institutions is lower than we care to think, Dr. Glueck believes that the best thought, the highest expenditure of energy, the greatest use of social and economic resources, should be focused on prevention rather than cure.

The community, state, and national duties are clearly stated. Basic to all our efforts, the author believes, is the substantial raising of the conditions of the underprivileged—by suppressing economic cannibalism; by a fairer distribution of the joint product of labour, capital and management; by providing security against unemployment, sickness, old age, and other hazards, by razing slum areas and providing wholesome places of living for the mass of the people.

In the Introduction Dr. Glueck sets forth fundamentals which might well be dubbed the foundation stones of his Temple of Corrections. He recommends revision of criminal laws, with simplification of the definitions of prohibited conduct. He believes that our system of punishment following conviction of guilt should be replaced by a socio-legal system for reducing crime through understanding its causes and directing social action against these causes. He advocates research into the biologic and socio-cultural forces that stimulate, direct and channel human behaviour. He would staff agencies of reform with socially minded and competent officials, not untrained personnel.

F. WARD COOK.

*British Columbia Penitentiary,
New Westminster.*

Comparative Survey on Juvenile Delinquency: Part I. North America. United Nations. Ryerson Press, Toronto, 1952. 132 pp. Price \$1.00.

This report, prepared by Dr. Paul W. Tappan, is a brief survey of the methods used in North America to combat juvenile delinquency. The subject is an enormous one and could

well fill many volumes. To boil it down to 132 pages the author, of necessity, has had to stick to facts and has not space to elaborate on them. But what facts they are! And what a strange picture emerges. The picture really presents itself, and hardly any comment is necessary.

During the present century there has been a gradually increasing interest on this continent in the problems of child welfare. The sources are diverse: scientific interest in child training and behaviour; the development of professional social work; the great increase in service club activities and voluntary organizations seeking outlets for their aspirations to do good. In fact, social reform movements of all kinds. Innumerable different philosophies are represented in the general trend, and the problem of juvenile delinquency is being attacked in as many different ways.

However, there are certain institutions which have now become recognized as essential in almost every community. These are the professional social services and boys' organizations, the detention homes, the juvenile and family courts, the industrial and reform schools. Some of these are performing their function at maximum efficiency, others are merely functioning. As there is no general agreement as to what are the causes of juvenile delinquency, so there is no uniformity in methods of treatment, which vary from the directly punitive through concepts of emotional adjustment to practical systems of disciplined retraining.

Dr. Tappan conducts the reader swiftly over the entire field. Some of his remarks are illuminating. Most juvenile courts have drawn from social work the concept that a delinquent child is an emotionally mal-

adjusted child, and that to remove the delinquency it is first necessary to remove the child's conflicts. Unfortunately, however, probation officers are not always drawn from the social work profession, and have neither the time nor training to implement this view. Legal training is compulsory for juvenile court judges in all states in the U.S.A., but this frequently leads to the appointment of unsuitable judges and the elimination of men with training in the social sciences. A great many of the detention homes for children reproduce exactly the conditions which in the community are said to be the causes of delinquency: bad companions, crowded conditions, lack of leisure time activities, schooling or program.

By the time one reaches the end of the book the reader is aware of the urgent need for less muddled thinking and more agreement on the subject of juvenile delinquency. How is this to be achieved? The author does not say. Uniform methods and standards would take control away from local authorities and tend towards centralization, which, according to Dr. Tappan, is contrary to the American way of thinking.

The statement of Policy and Principles of the Berkshire International Forum of June, 1951, is included at the end of the book. It is a first rate summary of sound standards and principles in the treatment of juvenile delinquents, but is hardly a ringing call to arms. The reader is left with the impression that some more practical proposals might have evolved from a consideration of the invaluable material brought together in this handbook.

W. F. SHEPHERD.
*The Boys' Farm and Training School,
Shawbridge, Que.*

Who Are the Guilty? by David Abrahamsen. Clarke, Irwin & Company, Toronto, 1952. 340 pp. Price \$5.25.

As the title suggests, Dr. Abrahamsen's book concerns itself largely with locating the origin of crime. This volume will be frustrating to those looking for a neat catalogue of causes to which every crime can be traced. On the other hand, its reading will be highly rewarding to the serious student or practitioner in the field of human behaviour, in search of an authentic, thorough analysis of the "why" of crime and the "how" of its prevention and remedy.

In effect, the author states that the offender is not born, he is made. From infancy, society, his local community, his home and his innate self have an inexorable and continuous influence on each other, in which all behaviour is rooted, including delinquent behaviour. Dr. Abrahamsen makes liberal and salient use of case histories in exploring the dynamics of criminal behaviour and demonstrates its relationship to mental illness and to so-called social behaviour. He concludes that "each society has the number of criminals it deserves".

Practitioners in the correctional field will find the author's suggested classification of offenders and his appraisal of contemporary crime control methods of real stimulation. He repudiates the idea that our present practice of attaching blame to the offender and making him "pay for" his offence by imprisonment is at all relevant to the problem. He shows how, on the other hand, psychiatric treatment can be an effective remedial method in many cases.

Repeated reference is made to early childhood symptoms of antisocial

behaviour and the urgent need to help parents and teachers recognize them. It is a dangerous self-deception, in the face of these symptoms, to expect the child to "outgrow them". The author, throughout, is an ardent advocate of early preventive action much of which consists of mental health education.

Who Are The Guilty? is a consistently forthright, logical—even inspirational—argument for a program contributing to the prevention of crime and the treatment of the offender. It is very broadly described as education. To the traditional three R's the author adds a fourth—"relationship—that is, emotional relationship". In the "classroom" he would have parents, teachers, law makers, law enforcement officers, the churches—indeed all who share in moulding our children and their society.

The professional concepts employed by the author, particularly in his valuable discussions of the psychodynamics of behaviour, will probably limit the number who will read this book. This is unfortunate inasmuch as the writer's concern is to confront the average citizen with his responsibility for our present dilemma and his role in finding the way out.

JOHN V. FORNATARO.

*Director of Corrections,
Department of Social Welfare and
Rehabilitation,
Regina, Sask.*

Crime in Modern Society, by Mabel A. Elliott. Harper and Brothers, New York, 1952. 874 pp. Price \$6.00.

Graduate students in the fields of sociology, social work, and psychology who want to acquire an up-to-date comprehensive view of the

problem of adult criminality will be satisfied after the perusal of this book.

The results of recent researches are reported carefully, without neglecting the historical perspective which makes them understandable to the reader who is professionally interested but not yet a specialist. While the influence of various factors which have been found to be related to criminal behavior is duly stressed in the light of the available factual data, their undetermining character is cautiously recalled. Extensive use of statistics on crime is made in attempting to provide some basic information about the extent, nature, distribution, and specific trends of criminal behavior. However, this material is so critically handled and so discriminately interpreted that the student will undoubtedly learn from it to avoid hasty generalizations based on superficial observations.

As in any modern treatise of criminology, the problem of the treatment of criminals is surveyed in all details. Although a most progressive program is described, the author thinks quite realistically that no major alterations in current penal practices can be expected before such program proves workable. A gradual and intelligently planned approach is recommended rather than a too revolutionary reform demanding the abolition of prisons. However, as compared to penal procedures, the corrective aspects of treatment appear to receive here relatively limited consideration.

An especially interesting feature of this textbook is the attention given to the problem of criminality in women. Three important chapters, based largely on original researches conducted by the author, are devoted to this generally neglected topic,

namely, Chapter 8: "The Woman Offender", Chapter 9: "Types of Women Who Break the Law", and Chapter 26: "Women's Prisons and Reformatories". Anyone who is actively engaged in prevention and rehabilitation work will be grateful to the author for making available this relatively large amount of original material.

The last section of the book, dealing with the problem of crime prevention, will appear somewhat less satisfactory to the reader who is familiar with de Greeff's studies of the condition which is now commonly described as the "état dangereux" and who participated in the elaborate discussion of this problem at the 2nd International Congress on Criminology. Here, even if this means terminating this reviewing on a note of mild reproach, one cannot help reminding the author and the students who are going to use her text that the systematic neglect of the extremely valuable literature which is produced in countries other than the U.S. inevitably involves considerable limitation of their intellectual horizons.

NOEL MAILLOUX, O.P.

*Centre de Recherches en Relations
Humaines,
Montreal, Que.*

Contemporary Correction, edited by Paul W. Tappan. McGraw-Hill Company, Toronto, 1951. 434 pp. Price \$7.80.

Contemporary Correction is a symposium unique in respect to the degree in which the thirty-two contributors sustain a mood set by the editor, Paul W. Tappan, Professor of sociology, New York University, in his preface and the book's first chapter "Objectives and Methods in Correction".

This is a mood of frank appraisal of the present-day scene in the correctional field in which the errors of the new penology are not ignored. There is a recognition of the complexity and interaction of interests and influences in the crime problem, and the book points a way to a working compromise.

The writers, and particularly the editor, see a job to be done in an existing framework and, while pressing for experimentation and the introduction of new concepts and methods, do not discard the concepts of retribution and deterrence. The correctional worker is faced with a paradox, the writers appear to acknowledge, and therein lies the continuing correctional problem. This approach will bring criticism from many who can see progress only in an immediate acceptance of more radical concepts.

The work covers the major aspects of the field of contemporary correction in the United States, concisely in its parts and comprehensively on the whole, but other readers, like this reviewer, may feel disappointment that only part of one of the twenty-six chapters refers to correctional work outside of America. We do hear rumours of important happenings in the field in Europe and in South America and one might have expected under the title "Contemporary Correction" some reference to other than American experimentation.

The one exception, however, is noteworthy. Benedict S. Alper, co-author of "Criminal Youth and the Borstal System" contributes a short survey of the Borstal system in Britain.

There is a useful emphasis throughout the work on administration procedures. The U.S. federal prison

system, state organization, classification, custody and discipline and the organization of various types of institutions are well covered.

Morris Ploscowe, Magistrate, New York City, in "The Court and the Correctional System", brings home the fact that the correctional worker is not the only person concerned with the offender. A companion chapter on the role of the police would have been welcome.

"The Youth Authority Plan, its Development and Prospects" is enthusiastically presented by John R. Ellington, special adviser to the American Law Institute, and is followed by a critical examination by the editor, Professor Tappan. A comparison with the British Borstal suggests itself.

The Wallkill Prison "Service Unit" is described by that institution's warden, Walter M. Wallack, who explains this worth-while practical attempt at integration of treatment with the whole of the prison life and release preparation.

Chaplains will be encouraged by the story, told by Frederick C. Kuether, director of the Council for Clinical Pastoral Training, of the training of chaplains. In many prisons the chaplain's role is ill-defined and here the Reverend Mr. Kuether points a way to a more vital part that the chaplain can play.

Austin H. MacCormick contributes a concluding chapter on "The Future of Correctional Work in America". The book has a good table of contents, an index, and a reading list at the end of each chapter.

FRANK P. MILLER.

*Remission Service,
Department of Justice,
Ottawa.*

READING LIST

See also book reviews and advertisements in this issue. Orders to the Queen's Printer should be accompanied by remittances.

Books

"The Archambault Report". Report of the Royal Commission to Investigate the Penal System of Canada. Ottawa: King's Printer, 1938. \$1.00.

Arms of the Law, by Margery Fry. London: Victor Gollancz Ltd., 1951. In three parts—Part I Antecedents: The Beginning of Law; the Culprit in Christendom; Tides of Opinion. Part II A Digression on Fear. Part III The Present System in England and Wales: Chapters on the problem to-day, preventive agencies, what the courts decide, fines and restitution, new kinds of institutions, and capital punishment, with a conclusion summing up the present situation.

Annual Reports of the Commissioner of Penitentiaries. Ottawa: Queen's Printer. 25 cents.

Criminal Code, Report of the Committee on the Revision of. Delinquency and Crime Division, Canadian Welfare Council, December 1952. Mimeo. Free on application.

Encyclopedia of Criminology, edited by Vernon C. Branhams and Samuel B. Kutash. New York: Philosophical Library, 1949. A reference book which covers all basic concepts and theories that have contributed to the development of criminology as a science. Index, reading lists, definition of terms.

The English Prison and Borstal Systems, by Lionel W. Fox. London: Routledge and Kegan Paul Limited, 1952. An account of the prison and Borstal system in England and Wales after the Criminal Justice Act 1948, with a historical introduction and an examination of the principles of imprisonment as a legal punishment.

Juvenile Delinquency. Volume 261 of the *Annals of the American Academy of Political and Social Science* (3817 Spruce St., Philadelphia 4), January 1949. \$2.00.

Law and Order in Canadian Democracy. Ottawa: Queen's Printer, 1952. \$1.00. Lectures on Crime and Police Work in Canada, prepared by the Royal Canadian Mounted Police.

Manual of Suggested Standards for a State Correctional System. The American Prison Association, 135 East 15th St., New York 3, 1946.

Murder and the Penalty of Death. Volume 284 of the *Annals of the American Academy of Political and Social Science* (3817 Spruce St., Philadelphia 4), November 1952. \$2.00.

New Horizons in Criminology, by Harry Elmer Barnes and Negley K. Teeters. New York: Prentice-Hall, Inc. (Toronto: General Publishing Co., Limited), 1945 (revised). The best standard work on criminology.

Penal Reform in Canada. Special Issue of *The Canadian Bar Review*, November 1949. Available from The Carswell Company, 145-149 Adelaide St., W., Toronto 1. 152 pp. \$1.00.

Unraveling Juvenile Delinquency, by Sheldon and Eleanor Glueck. New York: Commonwealth Fund, 1950. A study of causation made with a view to determining the bases for crime-preventive programs and effective therapy.

Delinquents in the Making, Paths to Prevention, by Sheldon and Eleanor Glueck. Harper & Bros., New York, 1952. A simplified version of the above.

Periodicals

British Journal of Delinquency. Quarterly. Published by the Institute for the Study and Treatment of Delinquency and Bailliere Tindall and Cox, Ltd. (7 and 8 Henrietta St., London W.C.2). \$6.00 a year.

Canadian Welfare. (See inside cover for details). Publishes current news and views on the treatment of the offender in Canada.

Courrier. Published several times a year by the staff of Mont Saint-Antoine, 8147 Sherbrooke Street East, Montreal 5, to whom write for information.

Federal Probation. Quarterly. Federal Probation Quarterly, Supreme Court Building, Washington 13, D.C. Edited by the U.S. Probation System. Free. All phases of preventive and corrective activities in delinquency and crime come within the field of interest of this excellent quarterly.

Focus. 6 times a year. National Probation and Parole Association, 1790 Broadway, New York 19. \$1.50 a year. A forum for the expression of points of view in the field of prevention and correction of crime and delinquency.

The Howard Journal. About once a year. Howard League for Penal Reform, Parliament Mansions, Abbey Orchard St., London S.W.1. 2/- an issue.

International Review of Criminal Policy. Twice yearly, January and July. United Nations (Toronto: Ryerson Press, 299 Queen St. West). \$2.00 per issue or \$3.50 a year. Devoted primarily to the methods and techniques employed in the prevention and treatment of offenders.

NOTE: Each federal penitentiary has a periodical produced by the inmates. For titles, frequency and prices, write to the Warden of the prison in which you are interested, or to the Commissioner of Penitentiaries, Justice Building, Ottawa.

Congress of Correction, Toronto, October 11 to 16

For information write:

Canadian Penal Association, 340 Jarvis Street, Toronto.

Special speakers:

Erle Stanley Gardner, Mrs. Roosevelt, Dick McGee, Norman Borins.

TREATMENT OF THE CRIMINAL

Recent Council Publications

Juvenile Court in Law 61 pages \$1.50

Discusses the provisions of the Juvenile Delinquents Act 1929, and tells the story of its use. The full text of the Act is included. Also gives a summary of the legislation in each Province under which juvenile courts are established.

What Is A John Howard Society? . . . 8 pages 10 cents

Reprint of an address given by the Reverend William Hart to the Kiwanis Club of Saint John. Describes the work of the John Howard Societies in non-technical language.

Your Town Against Delinquency . . . 23 pages 50 cents

Tells how a community might go about tackling the problem of juvenile delinquency.

The New Criminal Code:

As A Social Worker Sees It . . . 7 pages 10 cents

Reprint of an article by William McGrath, Secretary of the CWC Delinquency and Crime Division, published recently in the *Queen's Quarterly*. Deals with current efforts to improve the Code, and suggests what changes might be made.

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CANADIAN WELFARE COUNCIL

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FALL CAMPAIGN DATES AND GOALS
CANADIAN COMMUNITY CHESTS

CITY	Weeks	Goal	Dates
Belleville	6	\$ 34,000	October 1 to 31
Brandon	8	\$ 35,000	October 12 to 26
Brantford	10	\$ 140,000	October 14 to 28
Chatham	11	\$ 61,000	October
Claresholm	10	\$ 10,000	October
Cornwall	5	\$ 23,000	October 5 to 16
Deep River	6	\$ 6,000	October 15 to 31
Drumheller			
Edmonton	31	\$ 282,500	October 1 to 15
Espanola	9	\$ 9,000	October
Fergus		\$ 7,500	October 6 to 17
Fort William	9	\$ 48,000	September 28
Galt		\$ 44,000	October 5 to 7
Guelph	11	\$ 55,000	Oct. 17 to Oct. 31
Halifax	18	\$ 165,000	Sept. 9 to Oct. 15
Hamilton	29	\$ 470,000	October 14 to 31
Hull	11	\$ 44,100	October
Kelowna	15	\$ 22,000	October 15 to 31
Kingston	12	\$ 77,000	Sept. 28 to Oct 10
Lethbridge			
Lindsay	7	\$ 12,500	October 14
London	12	\$ 300,000	October 1 to 17
Montreal:			
Welfare Federation	26	\$ 1,675,000	Sept. 28 to Oct. 8
Federation Catholic Charities	25	\$ 563,000	October 15 to 29
Federation Jewish Community Services	7	\$ 475,000	Oct. 29 to Nov 12
Moose Jaw	1	\$ 40,000	September 28
New Westminster	8	\$ 75,000	October 1
Niagara Falls	9	\$ 70,000	Oct. 5 to Oct. 24
Norfolk County	6	\$ 26,000	Oct. 19 to Nov. 1
Oshawa	16	\$ 120,000	Oct. 21 to Nov. 4
Ottawa	24	\$ 435,000	October 1 to 29
Port Arthur	11	\$ 44,000	October 5 to 24
Quebec City	32	\$ 350,000	Oct. 25 to Nov. 9
Kegina	19	\$ 125,000	Sept. 28
Saint John	8	\$ 75,899	October
St. Thomas—Elgin			
Sarnia	11	\$ 70,000	Sept. 28 to Oct. 10
Saskatoon	16	\$ 81,780	Sept. 28 to Oct. 15
Sault Ste. Marie	8	\$ 35,000	October 5 to 17
Sherbrooke-Lennoxville			
Sherbrooke (RC)	10	\$ 50,000	Sept. 27 to Oct. 7
Stratford			
Sudbury	14	\$ 120,000	Oct. 5 to Oct. 31
Toronto	66	\$ 3,125,000	Oct. 19 to Nov. 12
Trail	30	\$ 10,000	Sept. 15 to Oct. 3
Vancouver	43	\$ 1,344,000	October 1 to 17
Victoria	17	\$ 210,687	October 1 to 16
Whitby			
Winnipeg	29	\$ 770,000	Sept. 28 to Oct. 31